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**HEARING ON THE REAUTHORIZATION OF THE
OLDER AMERICAN VOLUNTEERS PROGRAM**

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HEARING
BEFORE THE
SUBCOMMITTEE ON HUMAN RESOURCES
OF THE
COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES
ONE HUNDRED THIRD CONGRESS
FIRST SESSION

HEARING HELD IN WASHINGTON, DC, MARCH 24, 1993

Serial No. 103-6

Printed for the use of the Committee on Education and Labor



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HEARING ON THE REAUTHORIZATION OF THE OLDER AMERICAN VOLUNTEERS PROGRAM

WEDNESDAY, MARCH 24, 1993

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON HUMAN RESOURCES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to notice, at 2:05 p.m., Room 2261, Rayburn House Office Building, Hon. Matthew G. Martinez, Chairman, presiding.

Members present: Representatives Martinez, Scott, Woolsey, Baesler, Molinari, and Barrett.

Staff present: Lester Sweeting, subcommittee staff director/counsel; Dan Adcock, senior legislative assistant; Jennifer Amstutz, staff assistant; and Lee Cowen, minority professional staff member.

Chairman MARTINEZ. With the appearance of another member of the subcommittee, we are now legal. So I'll go ahead and proceed. We're going to be joined very shortly by our ranking member on the subcommittee, or acting ranking member, Susan Molinari. I want to thank each and every one of you for coming today, and I want to thank those of you that are witnesses today for sharing your concerns and your points of view with us, the Subcommittee on Human Resources. I believe that the programs that we're addressing here today represent among the strongest kinds of investment that we can make as a Nation in this valuable and important resource of ours, our senior citizens. The paybacks in services and continued vitality of our older Americans results in immediate and dramatic dividends. We have seen them, and all of you have seen them at work. They provide healthier seniors, happier citizens, and excellent support for program recipients.

At any rate, this hearing is the first in a series of hearings that will be held here and around the country. And with us today on our first panel are the presidents of three major national associations that deal with the three volunteer programs operated under the Act. Also with us on the second panel are the directors and volunteers operating at the delivery points of these programs.

The Older American Volunteers Programs, as many of you know, represent a major investment by the Federal Government, working together with States and local governments and local community groups to maximize the involvement of our seniors in their communities.

These programs include three separate and distinct activities. The Retired Senior Volunteers Program provides an opportunity

for persons 60 years of age and over to give of their time, expertise, and interest to a wide range of volunteer efforts.

Volunteers in this program range from the age of 60 to the 90s. Working through community action agencies, nonprofit, groups and other service deliverers, they apply their skills in the widest range of activities. The program is designed to benefit the volunteer participants by ensuring that they have an outlet for their tremendous resources of energy and talent, and that they can continue to make a worthwhile contribution to society and to the community.

There are two specialized programs that will also be addressed here today. The Foster Grandparent Program has a dual purpose. Low income seniors are selected, trained, and provided with a small cash supplement and other benefits in exchange for their services as caregivers to children with special needs. Foster Grandparents work in a wide variety of situations where they can provide support to children with special needs, including children who are incarcerated or institutionalized.

Senior Companions, another program, are also drawn from the poor senior population. These volunteers provide companionship and nontechnical services to other seniors who are at risk of loss of independence or in danger of institutionalization because of frailty.

[The prepared statement of Hon. Matthew G. Martinez follows:]

STATEMENT OF HON. MATTHEW G. MARTINEZ, A REPRESENTATIVE IN CONGRESS FROM
THE STATE OF CALIFORNIA

Good afternoon.

Today we begin the reauthorization process for the Older American Volunteers Programs under Title II of the Domestic Volunteer Service Act of 1973. These programs were last reauthorized in 1990 and are due to expire on September 30, 1993. As we will hear from our witnesses, the programs funded under the Act are investments in our senior citizens resources in order to provide services and benefits to them both as participants and recipients. This hearing is only the first in a series that will be held here and around the country this year.

With us today on the first panel are the presidents of the three major national associations that deal with the three volunteer programs operating under the Act. Also with us on the second panel are directors and volunteers operating at the delivery points of these programs.

The Older American Volunteers Programs represent a major investment by the Federal Government, working together with States and local governments and local community groups to maximize the involvement of seniors in their communities. These programs include three separate and distinct activities. The Retired Senior Volunteers Program provides an opportunity for persons 60 years of age and over to give of their time, expertise and interest to a wide range of volunteer efforts. Volunteers in this program range in age from 60 to the nineties. Working through community action agencies, non-profit groups and other service deliverers, they apply their skills in the widest range of activities. The program is designed to benefit the volunteer participants by ensuring that they have an outlet for their tremendous resources of energy and talent and that they can continue to make a worthwhile contribution to society and the community.

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Senior companions are also drawn from the poor senior population. These volunteers provide companionship and non-technical services to other seniors who are at risk of loss of independence or in danger of institutionalization because of frailty.

Our first panel is made up of the three representatives of the National Associations of Project Directors. I welcome you and look forward to your testimony. First,

however, I would like to ask if our distinguished acting ranking member, Congresswoman Susan Molinari, and the other members of the subcommittee have statements. Ms. Molinari.

Chairman MARTINEZ. Before I call on our first panel, I would like to ask any of the other members of our committee if they have opening statements.

Lynn.

Ms. WOOLSEY. Thank you, Mr. Chairman. I'd like to commend you for holding a hearing on such a vitally important topic. I'd also like to extend a hearty welcome to our distinguished panel and to recognize Mr. Freedman who does a really wonderful job. He works near my district. I'm in Marin and Sonoma County; you're in Berkeley. We also like to see what's happening over there.

Seniors programs enhance the lives of so many Americans, both for those who receive the services and those who provide them. It's obvious that the money that the Federal Government spends on these programs is an investment. It serves to protect and cultivate a precious natural resource, our seniors.

With the constant evolution of the family in this country, one of the gravest consequences of the recent dissolution of many extended family networks is the lack of intergenerational communication. Young people have so much to learn from the wisdom of those Americans who have lived through other experiences such as the horrors of war, through the Civil Rights movement, the Great Society, and those watershed events that have so distinctly shaped American society.

Programs such as the Foster Grandparents and RSVP do so much to preserve intergenerational education. I wholeheartedly support efforts to expand the programs to include more seniors who wish to serve their communities.

Thank you, Mr. Chairman.

Chairman MARTINEZ. Thank you, Ms. Woolsey. Aside from being a Californian and giving us the distinct advantage outnumbering the other members of the panel and the various States they come from, it's a delight to have you on the committee.

Ms. WOOLSEY. Thank you.

Chairman MARTINEZ. I'd like to introduce at this time Scotty Baesler from Kentucky. Scotty has a background as a mayor of Lexington, Kentucky, of having worked with many of the programs that he'll be dealing with here in Congress on this committee.

Interestingly enough, he has actually promoted and sponsored a program for youth that did bring all family aspects, including older Americans, into it. With that, I'd like to ask Scotty if you have an opening statement?

Mr. BAESLER. I don't at this time, Mr. Chairman, thank you.

Chairman MARTINEZ. Thank you. And joining us too, also from Virginia, a delight to have on this committee and a gentleman who also brings with him an expertise from the State government there. Bobby, do you have an opening statement?

Mr. SCOTT. Thank you, Mr. Chairman.

Let me begin by stating my support for the reauthorization of the Older American Volunteers Program. Since their inception, I've supported the RSVP program, the Senior Companion Program, and the Foster Grandparents Program.

Just this morning, Mr. Chairman, I participated in an oversight hearing on the Age Discrimination and Employment Act. Witness after witness spoke about the graying of America. We're living longer, and we're living healthier into our later years.

While many do retire, they retire with the intent to use their later years to provide direct services to their communities. I believe that the Older American Volunteers Program offers a vehicle for these individuals who are ready, willing, and able to provide an invaluable service to their communities.

Mr. Chairman, many of these programs exist within my congressional district. I'm very familiar with them, and they do provide an excellent service. So I'm anxious to hear the testimony of witnesses today. I know that there are new challenges that face this program, and I look forward to hearing the recommendation of the witnesses. Thank you.

Chairman MARTINEZ. Thank you, Mr. Scott.

I'm going to make an announcement now. Those were the bells calling us to vote. It's a 15-minute vote, so we have 5 minutes actually before we have to leave here for that vote. Following that 15-minute vote, since that's already in the previous question, let me alert you that 15-minute votes around here usually end up being 20 or 25 minutes.

There will be a five-minute vote following that, and we will just—we'll adjourn from the panel to vote on that five-minute vote and come back. So I would calculate that probably in about 25 minutes we'll be reconvening and at that time hearing from the first panel.

But before we leave, like I said, we have 5 minutes. I think we can ask Mr. Barrett, our member from Nebraska, if he has an opening statement. We have time to hear that.

Mr. BARRETT. Thank you, Mr. Chairman.

The issue of volunteer services has certainly drawn a lot of attention in the past couple of Presidential elections, because I think it's something that both Republicans and Democrats can pretty much agree on and we realize the importance of the contributions that these services provide for not only senior citizens but certainly for our young people as well.

I think this subcommittee, Mr. Chairman, is facing a rather daunting task, looking at our volunteer service programs. I shortly hope that the new administration will present its national service plan, and then I would hope that this subcommittee at that time will be able to take another look at some of the volunteer services that are provided at the present time.

I think far too long we have not seriously looked at the rationale and the need for continuing these types of programs. I have no doubt that we will recognize that there are some needs that have gone unmet. Under our current system of Federal volunteer programs, I would hope that we can recognize those unmet needs and do something about it. So I appreciate the fact that you have called this hearing, and I look forward to the testimony.

Chairman MARTINEZ. Thank you, Mr. Barrett. With that, there will be a brief recess, as brief as we can make it, and then we'll go into our first panel. Just before I leave, I'd like to make the announcement that in the audience too with us today are Foster

Grandparent volunteers from Washington, DC, and from the RSVP volunteer program from Washington also, and also from Northern Virginia.

I thank you all, and we'll be back as soon as we can.

[Recess.]

Chairman MARTINEZ. I apologize. I had estimated there would only be two votes. There were actually three votes. Another vote was offered after the vote on the rule to reconsider, which I didn't expect.

But, at any rate, I did see Susan over there, and she said she would be coming back over. We will go ahead and start with the panel when Susan gets here, and after the first panel, we'll allow her time to make her opening statement. If, for some reason, she is not able to make it, we will insert her opening statement in the record.

At this time, I'd like to call the first panel. The first panel consists of Maureen Mulligan, president of the National Association of Retired Senior Volunteers Program Directors, Passaic County RSVP, Paterson, New Jersey. Joining her is Dwight Rasmussen, president of the National Association of Senior Companion Project Directors, Salt Lake City, Utah; and Ann Smith, president of the National Association of Foster Grandparents Directors, Orlando, Florida.

Would you three like to come forward and sit at the seats? Ms. Smith is on the end, Mr. Rasmussen in the center, and Ms. Mulligan—that's what I get in golf all the time. I make one on every hole. Why don't we start with you?

STATEMENTS OF MAUREEN MULLIGAN, PRESIDENT, NATIONAL ASSOCIATION OF RETIRED SENIOR VOLUNTEERS PROGRAM DIRECTORS, PASSAIC COUNTY RSVP, PATERSON, NEW JERSEY; DWIGHT RASMUSSEN, PRESIDENT, NATIONAL ASSOCIATION OF SENIOR COMPANION PROJECT DIRECTORS; SALT LAKE CITY, UTAH; AND ANN E. SMITH, PRESIDENT, NATIONAL ASSOCIATION OF FOSTER GRANDPARENTS DIRECTORS, ORLANDO, FLORIDA

Ms. MULLIGAN. Good afternoon, Congressman Martinez and members of the committee. Thank you for the opportunity to present testimony to this hearing on the reauthorization of the Older American Volunteers Program. My name is Maureen Mulligan. I am the president of the National Association of RSVP Directors, and I am director of the RSVP program in Paterson, New Jersey.

The National Association of RSVP Directors includes over 80 percent of the 750 RSVP directors across the country, representing over 300,000 RSVP volunteers. Our purpose is to advocate for older Americans as a national resource, to provide a communication network of RSVP directors, and to be a vehicle of expression of opinions on behalf of RSVP and older Americans.

RSVP's purpose is to provide meaningful and significant volunteer opportunities for older Americans while providing needed services in the community. RSVP is such a diversified program it is difficult, if not impossible, to succinctly describe it or define its pa-

rameters. In RSVP there is no average or typical volunteer. RSVP volunteers range in age from 60 to well over 100 years old.

Educational background ranges from Ph.D.s to persons who have had no formal schooling. RSVP volunteers represent every ethnic, racial, religious, and economic group. They serve as friendly tutors, mentors, carpenters, accountants, construction workers, tutors, docents, ombudsmen and role models for disadvantaged youth. The list goes on and on and is duplicated all over these United States.

In addition to these direct, very visible benefits of volunteerism, there are also indirect benefits that are equally as important and cost effective. I refer specifically to the impacts of volunteering on the individual. Research has documented that senior volunteers have significantly higher degrees of life satisfaction, stronger wills to live, and fewer symptoms of depression and anxiety.

Last year, I conducted a national research project on the motivations and benefits of participating in RSVP in which I found the RSVP volunteers to be healthier and happier than nonparticipants. RSVP helped participants remain active and interested in current affairs and has had a significant impact on their sense of self-satisfaction, all of which serve as indicators of healthy individuals. This is particularly relevant in light of all the research and cost-saving efforts being made in the health care industry today. RSVP, then, is good for the community as well as the volunteer, him or herself.

Over the past 20 years, RSVP has been in the forefront of meeting local needs through volunteerism, and RSVP volunteers have served without recompense. As I hope is clear, RSVP is a very dynamic, diversified program that addresses the spectrum of social problems in a very simple, cost effective, grassroots manner.

Hence, the National Association of RSVP Directors urges your support in ensuring an appropriate place for all Older American volunteers in any plan to expand volunteerism throughout the country. The National Association of RSVP Directors appreciates and is grateful for the consistent support of RSVP from Congress and looks forward to working with you in the reauthorization of the Domestic Volunteer Service Act.

In an effort to enhance RSVP and better serve its volunteers and their communities, we would like to offer several recommendations. In light of all of the support for President Clinton's national service initiative, the RSVP Directors' Association urges the renaming and restructuring of ACTION so that it becomes the focal point for federally supported volunteer initiatives.

The Older American Volunteers Programs should serve as the foundation of the national service legislation as it relates to senior service. The past fragmentation of Federal volunteer efforts was ineffective, inefficient, costly, and a waste of limited resources. In its place, we urge one national service agency with strong leadership and a prominent place for all of the OAVP programs which would result in an elimination of duplication and fragmentation.

Over the years, the ACTION structure has served us well. The State offices have developed cooperative relationships and networks built on expertise and strength. These ACTION State offices provide guidance, technical assistance, financial monitoring, and programmatic evaluation which serve the community well. Building upon this structure rather than duplicating it is an efficient

and cost effective means of implementing a national service structure.

As community needs continue to grow and become more complicated, it is imperative that RSVP programs further diversify their involvement in their community. Diversification is possible only with additional resources. In the past 3 years, one very successful means of accomplishing diversification was the initiation of Programs of National Significance Grants, which afforded projects small sums of money to become involved in a wide variety of important areas.

This framework worked so well the National Association is requesting that the PNS grant categories be expanded to include such areas as the environment, ethnic outreach, criminal justice activities, homelessness, and apprenticeship programs involving older volunteers with younger people. We are further requesting that eligibility criteria for PNS grants be expanded to include all projects, notwithstanding ACTION's resource allocation formula, and include non-ACTION projects as well.

The Association does have several other suggestions for changes in the current law, and I will submit them for the record. I would like to thank you for this wonderful opportunity and would be happy to answer any questions you might have. Again, thank you, Congressman Martinez and committee members.

[The prepared statement of Maureen Mulligan follows:]

STATEMENT OF MAUREEN MULLIGAN, PRESIDENT, NATIONAL ASSOCIATION OF RETIRED
SENIOR VOLUNTEERS PROGRAM DIRECTORS

Congressman Martinez and members of the committee, thank you for the opportunity to present testimony to this hearing on the reauthorization of the Older American Volunteers Program. My name is Maureen Mulligan. I am the President of the National Association of Retired Senior Volunteers Program [RSVP] Directors and I am Director of the RSVP program in Paterson, New Jersey.

The National Association of RSVP Directors includes over 80 percent of the 750 RSVP Directors across the country, representing over 300,000 RSVP volunteers. Our purpose is to advocate for older Americans as a national resource, to provide a communications network of RSVP Directors, and to be a vehicle of expression of opinions on behalf of RSVP and older Americans.

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This framework worked so well, the National Association is requesting that the PNS categories be expanded to include such areas as the environment, ethnic outreach, criminal justice activities, homelessness, and apprenticeship programs involving older volunteers with younger people. We are further requesting that eligibility criteria for PNS grant awards be expanded to include all projects, notwithstanding ACTION's resource allocation formula, and include non-ACTION projects as well.

Hand in hand with this attempt at further diversification is the need to strengthen section 223 [Minority Group Participation] to authorize development of materials targeted to individuals whose primary language is not English. Along with this development is the need for increased marketing of all the OAVP programs but most specifically RSVP which has been referred to as the best kept national secret. Local projects cannot achieve the name recognition necessary for our continued success without the assistance of the ACTION agency. Hence, we are requesting an increase in the current \$250,000 public relations floor. Specific requests for an expanded publicity effort include a national advertising campaign with generic posters and a national spokesperson.

The National Association of RSVP Directors further requests the strengthening of section 226 [Cost of Living Adjustments] to ensure that when new funds are available, prior to funding new projects, cost of living adjustments must first be allocated to existing projects. Cost of living adjustments have been almost non-existent in the 20-year history of RSVP. Staff cannot be expected to serve without cost of living adjustments year after year after year.

The last two suggested amendments that I would like to discuss today are both aimed at making RSVP more accessible to people who are currently not allowed to participate in the program. I am specifically referring to individuals who are still in the workforce (specifically part-time workers) and persons age 55 to 60. We would like to request the addition of a new provision to provide flexibility so that individuals may participate in OAVP programs even if they are still in the regular workforce. We are further requesting lowering the RSVP age requirement to 55 so that mid-life individuals such as early retirees (either by choice of force) may participate in meaningful activities immediately upon retirement rather than waiting until they reach 60 years of age.

The Association does have several other suggestions for changes in the current law, and I will submit them for the record.

I would like to thank you for this wonderful opportunity and would be happy to answer any questions you might have. Again, thank you, Congressman Martinez and committee members.

Chairman MARTINEZ. Thank you, Ms. Mulligan.

Now, before we go to you, Mr. Rasmussen, would you mind if we heard the statement from the ranking member of the committee?

Ms. MOLINARI. Thank you, Mr. Chairman. I thank the panel.

I'm sorry to all of you that I'm late in attending here, but certainly not because of my lack of enthusiasm or support for the program that we're discussing. I thank you for giving me an opportunity to speak because I want to especially welcome our two New York witnesses that are with us today. Mr. Obermayer is an RSVP volunteer from my district, and Ms. Curley is the RSVP director for New York City, and we're going to be hearing from them on the second panel.

As you described, Mr. Chairman, before, and as we've heard already, the Older American Volunteers Programs are excellent programs. I'm particularly proud to say that the RSVP program which Mr. Obermayer is representing, RSVP-SERVE, Staten Island, actually predates the Federal RSVP program.

We're fortunate to be reauthorizing these programs at this time because the hearings give us an opportunity to showcase these wonderful programs at a time when the entire Federal apparatus is going to be under review. These programs have a proven track record for providing benefits to the clients served, the volunteers themselves, and the community as a whole.

I just wanted to make this point clear. A recent study conducted by the New York City Department for the Aging on the Foster Grandparents Program, which I visited in my district, found that nearly 70 percent of the volunteers felt that being a Foster Grandparent had changed their life for the better.

That's not to mention those people that they become grandparents for in the hospitals and orphanages throughout the districts, but it even serves those who are the volunteers. I think that is a terrific double investment on our money.

So let me say, Mr. Chairman, that based on my preliminary review of the Older American Volunteers Programs, this is the type of investment that will and should draw bipartisan support in Congress, and there are few programs that we're going to be able to say that about in the upcoming weeks. They show real returns on money and reduced Federal spending for social services.

So I look forward to hearing from all our witnesses. I thank you for your indulgence, and I particularly want to thank the two people from New York City, and especially Mr. Obermayer, for making sure that we hear from him in the perspective of a lot of the seniors that he's going to be representing here this afternoon.

Thank you, Mr. Chairman.

Chairman MARTINEZ. Thank you, Ms. Molinari. Let me just say I'm gratified to hear what you've had to say, especially because as we move forward to national service and the prospects of national service, we are now trying to instigate in younger people the idea of community service.

Many of our seniors have been interested in community service for years and years. I just don't want for us, when we start getting into the idea that younger people, maybe with more energy but not as much experience and wisdom, are moving to volunteer and take up some of the slack in the communities, that we don't neglect the real need for this particular group of people in what they are doing in the program.

Ms. MOLINARI. I would certainly challenge, based on the RSVP-SERVE luncheons that I go to where there are several thousand senior citizens that are out there dancing and talking about the work that they do that I know they've got a lot more energy than I do. So your point is well taken.

Chairman MARTINEZ. Thank you.

Mr. Rasmussen.

Mr. RASMUSSEN. Mr. Chairman, members of the subcommittee, I thank you also for this opportunity to testify today on this reauthorization of the Domestic Volunteer Service Act. Seven years ago I got the opportunity to start a Senior Companion Program in Salt Lake City, Utah.

I guess before I do that, I should put my name in the record also. I'm Dwight Rasmussen, and I'm here today in my capacity as president of the National Association of Senior Companion Directors. I also direct a Foster Grandparent Program.

But in my capacity as Senior Companion Program manager in Salt Lake City, this opportunity has provided me a way to see the future of our Nation's health care and how to augment that. I hear the word "godsend." "I don't know what I did without it." "It's been the lifesaver of my entire well-being for the past few years that I've been able to have this senior companion."

And as our Nation embarks on this next 5 to 10 years of health crisis, I would like the committee to consider where the Senior Companion Program can play and how integral it can be as a part of helping with the health crisis of our senior citizens.

As you well know, Senior Companions provide in-home services to the frail, to the homebound elderly on a daily basis, on a one-to-one basis. They go in and they augment the home health services that are provided, but they spend the quality time that oftentimes the home nurses, the home health aides, all of the individuals that are professionals cannot spend with the frail and the homebound and chronically impaired adults.

They have 4 hours a day to spend with that person. Oftentimes, that is the thing that keeps that individual from being placed in a long-term care facility. They are the ears, the watchdog, the eyes of someone who needs that assistance, and this allows them that opportunity to maintain their independence.

They are the ones who will call the nurse and say, "Gee, there's been a change in Ms. Jones' condition. I think maybe you should come out." So that nurse will make a special visit out. Oftentimes they catch what it is that is the problem and again allow that person to continue living independently.

This year marks the 20th anniversary for the Domestic Volunteer Service Act, but it also marks the 20th year anniversary for the authorization for the Senior Companion Program. And as we look at the future, I think that's in a very appropriate and very

well-meaning system that we look at where this Senior Companion Program can be expanded to help meet the needs of our frail elderly.

I, too, along with the other two presidents of the associations, have submitted 17 recommendations in reference to the Domestic Volunteer Service Act. I would like to take just a few moments in my remarks and comment more specifically on three of those.

First of all, as you well know, the Foster Grandparents and the Senior Companions receive a small hourly stipend for their 20 hours of service each week. This stipend provides the opportunity for them to maintain their own financial independence.

Many of our volunteers live on less than \$500, \$400, and some even lower than that, per month. That's an incredible amount of money to live on. The stipend that these individuals receive oftentimes gives them the opportunity to make the choice between buying food or medications. That may not be the case in all situations, but that \$125 or \$150 reimbursement that they receive on a monthly basis is oftentimes the most important reimbursement that they can get.

We are asking that the committee consider an increase in that stipend authorization. We have not recommended an exact amount, but it could go as high as \$2.70. The current rate is \$2.45. If we go to \$2.70 or \$2.75, we do have some figures that you may want to question about the cost of that.

As you question that cost, again I've heard the committee members and, Mr. Chairman, yourself, talk about investment. The investment that you would be making in these programs with a stipend increase, I think, would help our Nation's elderly and, in a Foster Grandparent case, help our Nation's young children with special needs.

Secondly, I would like to talk about the recommendation for the tie-in with the medicaid and Senior Companion Programs. Again, we're faced with health care and the crisis that many of our older citizens in the Nation are having. Currently, there is a system where States are applying for medicare community-based care waivers. This allows for the reimbursement of some of those volunteer costs back to the Senior Companion Program.

I would like to see where there might be an agreement made, or at least some type of communication made, where the Senior Companion Program is considered as these community-based waivers are applied for. Again, the goal is to keep individuals living independently and on their own.

In addition to that, the respite care services that Senior Companions provide is growing very, very rapidly. Family members are continuing to try to keep their elderly in their own homes and trying to provide them assistance. That becomes a 24-hour job. In many cases, families don't have the resources to do that. So the Senior Companions can go in and give that caregiver a break for 4 hours a day once or twice a week, which will keep them in that role and keep them out of institutionalized places.

Thirdly, I would like to speak to the recommendation also of the renaming and the restructuring of ACTION. I say to you very simply, please don't recreate the wheel. The structure is there. It

may need some changes, it may need some assistance, it may need a few other little adjustments.

But I believe very strongly that the structure within ACTION is there. The field structure that provides assistance to projects in their local communities is strong, and I just don't see why we would ever want to lose that. I think their project director can get a lot of support from their field structures, their State structures, and I think that that is very important to keep that structure there.

I don't envy your jobs in looking at what's going to happen with this whole community service system, but I ask and urge that you consider the structure that's there and expand on it. Please utilize the Older American Volunteers Programs as a focal point for this. Yes, young people have a lot to give, and yes, they should give, but the elderly are there, they've been there, and these programs have been there for many, many years, and they're successful.

You have already said that, and you realize that and know that. I would hope that you would communicate that to your colleagues in Congress that this is the structure to build on. These are the programs that should continue and be the basis for national volunteer service.

In conclusion, I would like to say that not only professionally I have seen the Senior Companion Program and what it can do for our communities and our citizens, especially our elderly citizens, but I've also been in that role personally where I have been caregiver.

I've been a caregiver in my own home, of my mother, and I know the stresses that that can cause on a relationship and a family. But I was also a long distance caregiver, where my mother tried to return to her home after some major surgeries.

And although she's no longer with me, I say to this day, if there would have been a Senior Companion Program in Price, Utah, my mother would have continued to live independently for a longer period of time. She wouldn't be with us today because of the physical problems, but she would have been able to live in her own home that she and my father built together for 40 years, and she never wanted to leave it.

So, with that, I ask you to consider the Senior Companion Program as a major emphasis in the future health care of our elderly and our entire volunteer initiative.

Thank you.

[The prepared statement of Dwight Rasmussen follows:]

DWIGHT RASMUSSEN

I N T R O D U C T I O N

Mr. Chairman, Members of the Subcommittee:

Thank you for the opportunity to testify today on the reauthorization of the Domestic Volunteer Service Act. My name is Dwight Rasmussen, Senior Companion Project Director in Salt Lake City, Utah, and I am here in my capacity as President of the National Association of Senior Companion Project Directors. I am proud to say that in the Association's history, we have, and are continuing to further the efforts and services of Senior Companion programs in our communities. This year marks the 20th anniversary of the Domestic Volunteer Service Act. How appropriate that at this time we look to strengthening and expanding the valuable service provided by the Older American Volunteer programs. With the most recent addition of the 44 new programs made possible by Congress in FY1988, we have approximately 7500 volunteer service years (VSYs) in 143 federally funded projects across the nation. Senior Companions also provide an additional 2500 VSYs in 38 non-federally funded projects throughout the United States, a total of approximately 36,000 frail elderly and other functionally impaired adults are served by these Senior Companion volunteers annually. These numbers represent 1/2 of 1% of the total eligible population that could be involved in these programs.

As the Senior Companion Program approaches its 20th anniversary, the Program continues to be the most rapidly growing of the three Older American Volunteer Programs funded under the Domestic Volunteer Service Act. The Senior Companion Program offers volunteer service opportunities for low-income people aged 60 and over to provide personal assistance in daily living activities to older people with physical, mental, or emotional impairments. Through direct health care providers and social service agencies assisting chronically-impaired older persons, Senior Companions serve those at risk of institutionalization and persons within institutionalized settings in order to help them achieve and maintain their fullest potential for independent living. Senior Companion Program volunteers provide services to:

- o Homebound elderly persons
- o Acute care patients discharged from hospitals
- o Victims of Alzheimers Disease
- o Families needing respite care
- o Older substance abusers
- o Terminally ill individuals
- o Veterans
- o Nursing home residents

Senior Companions assist older persons to remain as independent as possible for as long as possible. Typically, volunteers provide their clients with companionship, help with light household tasks, transportation to and from medical facilities, food preparation, advocacy for social services, personal grooming, and assistance with other needed tasks. Volunteers receive training on how to identify and solve problems and how to act as an advocate to provide these services to their frail-homebound needy peers. Senior Companions serve 20 hours per week. In order to off-set expenses, volunteers receive a small hourly, non-taxable stipend, transportation and meal reimbursement on service days, an annual physical examination, excess accident and liability insurance coverage and recognition for their activities. But perhaps the best benefit of all is the opportunity to help someone, to share their talents and experiences and opportunities that foster

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another person's independence. The personal feeling of self-worth and knowing they are helping someone in need is an undeniable benefit. When you consider the average cost for nursing home care is about \$30,000 per year, and the average cost for a Senior Companion volunteer is approximately \$3,500 annually, the fiscal value and cost-effectiveness of this Program becomes unquestionable. With the growing health care crisis throughout the United States for our elderly citizens, Senior Companions have played, and can continue to play, an integral role in the area of health care and services to our frail elderly. Attached is a statement making the case for Senior Companion volunteers in this area.

LEGISLATIVE RECOMMENDATIONS

On behalf of the National Association of Senior Companion Project Directors, I respectfully submit the following recommendations to you.

1. A one-time stipend increase for Foster Grandparent and Senior Companion volunteers, with coverage of non-ACTION funded volunteers;
2. An increase in the current \$250,000 Public Relations floor;
3. Strengthening of Sec. 223 (Minority Group Participation) to authorize development of materials targeted to individuals whose primary language is not English;
4. Expanded eligibility for Programs of National Significance (PNS) Grant awards to all projects, notwithstanding ACTION's resource allocation formula, including non-ACTION projects;
5. Expand PNS categories to include such areas as the environment, ethnic outreach, criminal justice activities, homelessness, and apprenticeship programs involving older volunteers with young people;
6. Strengthen Sec. 226 (Cost of Living Adjustments) to ensure that when new funds are available, prior to funding new projects, cost of living adjustments must first be allocated to existing projects;
7. Addition of a new provision to ensure the copyright of the Foster Grandparent, Senior Companion, and Retired Senior Volunteer Program name;
8. Addition of a new provision to allow project grants to cover the costs of liability insurance.
9. Addition of a new provision to institutionalize a working relationship between ACTION and the National Directors Associations (similar to relationship between Administration on Aging and National Associations of State Units on Aging and Area Agencies on Aging.);
10. Addition of a new provision to support Foster Grandparent Program tie-in with Head Start.
11. Addition of a new provision to support Senior Companion/OAVP tie-in with Medicaid Community-based Care Waiver Program;
12. Rename and restructure ACTION so that it becomes the focal point for federally-supported volunteer initiatives, including new national service initiatives;

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13. Addition of a new provision to encourage co-volunteering between existing ACTION-supported programs, such as VISTA and the Older American Volunteer programs;
14. Addition of a new provision to facilitate a research component within the Domestic Volunteer Service Act;
15. Addition of a new provision to provide authority to ACTION to hold national training conferences on volunteerism;
16. Addition of a new provision to provide flexibility so that individuals may participate in OAVP programs even if they are still in the regular work force (ex. part-time workers); and,
17. Change reference "Older American Volunteer Programs" to "National Senior Volunteer Corps".

I would like to highlight some of these recommendations in greater detail.

RECOMMENDATION #1

A one-time stipend increase. We are recommending a one-time increase in the authorization of the Senior Companion/Foster Grandparent stipend. In the reauthorization of the Domestic Volunteer Service Act in 1989, Congress authorized a stipend increase to \$2.50 per hour. Due to financial constraints, the stipend reached a level of \$2.45 an hour, the additional \$.05 was not appropriated during this period. Also concerning this recommendation, we suggest rather than incremental increases that the full amount be appropriated at the same time during the authorization period. This will reduce the burden of paperwork required in issuing Notice of Grant Awards. In addition, we request that a provision be added to the authorization to cover the increase for non-ACTION funded volunteers. Many programs throughout the United States have added to their volunteer core with non-federally funded volunteers in their own projects. Given the financial and fiscal constraints, the ability to provide additional local funds to cover non-ACTION funded volunteers has become increasingly difficult for many of the local sponsoring non-profit agencies. We request that Congress appropriate enough funding to cover all volunteers enrolled in all Senior Companion Programs throughout the United States. This increase will address the needs of support for those low-income volunteers who give so much in our local communities.

RECOMMENDATION #2

An increase in the current \$250,000 public relations floor. When considering the long-standing success of the Older American Volunteer Programs throughout the United States, and when considering that many of our citizens do not even understand, realize or know about the Programs, we recommend that the public relations funding in the ACTION budget be increased to allow for a greater national exposure and understanding of such successful and noteworthy programs. It is very likely that if local entities at all levels have a greater understanding of the Older American Volunteer Programs, the support and working relationships within the communities will be strengthened.

RECOMMENDATION #4

Expanded eligibility for PNS Grant Awards to all projects. We are recommending that the eligibility for the Programs of National Significance (PNS) Grant Awards be expanded, notwithstanding ACTION's resource allocation formula and including non-ACTION projects. The category of PNS Grants is one way for an existing project to be able to expand their volunteer service years and provide greater service in their communities. In the past, many of these PNS Grants have been awarded solely on the allocation formula. Whereby the regions and states that ACTION considers under-funded have received these allocations, this formula does not address the need for additional services in most communities where Senior Companion projects are located. It is our hope that any Senior Companion Program in the Nation would have the opportunity to apply, and be awarded on the basis of merit of the PNS application. The ability to apply for these grants should also include non-ACTION funded projects. It is our understanding that there is currently a policy change taking place within the ACTION structure that will allow non-ACTION funded projects to apply. We would like to strengthen this by making it a part of the authorizing law and ensure that as leadership roles at ACTION change, this policy will remain in effect.

RECOMMENDATION #6

Strengthen Sec. 226: (Cost of Living Adjustments). We recommend that Sec. 226 of the Domestic Volunteer Service Act be strengthened in order to ensure that when new funds are available, that prior to funding any new projects, the cost-of-living adjustments must first be allocated to existing projects. As programs continue to provide services in their local communities, the ability to administer and provide services without additional administrative funds has become increasingly difficult. This provision will ensure that existing programs will have the resources needed to do their jobs well prior to the funding of new programs.

RECOMMENDATION #7

A new provision to ensure the copyright of the Foster Grandparent/Senior Companion and Retired Senior Volunteer Program name. In the recent years, Project Directors in the local communities have realized and become aware of various programs surfacing using the name "Companion" or "Grandparent" in their program identification. This is a major concern to the Association membership as we are often confused with programs we have no control or understanding of. The quality of service provided is not that of the Older American Volunteer Programs and the competition for funds and inkind contributions is more difficult when other programs have the same name. We would like to ensure that the names "Senior Companion", "Foster Grandparent" and "Retired Senior Volunteer Program" become autonomous with the National senior volunteer corp. It is our belief that the strength and longevity of these programs deserve the right to retain their program names.

RECOMMENDATION #9

New provision to institutionalize a working relationship between ACTION and the National Directors Association. A new provision such as the one that exists between the Administration on Aging and the National Association of Area Agencies on Aging would strengthen the working relationship between ACTION and the National Directors Associations. This provision will provide a better link of communication from Project Directors to ACTION staff. It will

RECOMMENDATION #15

Authority to ACTION to hold National training conferences on volunteerism. Add a new provision to provide this authority to ACTION to become a leader in the field of training and information dissemination in the area of volunteerism. Many of the directors throughout the Nation are recognized nationally as strong trainers, researchers, and net-working vehicles in the field of volunteerism. Many Older American Volunteer Program Directors have been providing leadership and direction as a Project Director for ten years, fifteen years, and in many cases as long as 20 years. Their experience and dedication to the field of using volunteers as a resource to meet community needs stands alone. In addition, the training structures that have been present in the ACTION agency have enhanced their capability to provide information on new and innovative programs. ACTION should be considered as a focal point of volunteerism and should be utilizing this experience to conduct National training conferences for various other volunteer sectors and programs. This new provision would allow the agency to become more productive and more prominent in the area of training and new volunteer initiatives. The National Association of Senior Companion Project Directors stands ready to assist in this new initiative and to provide resources, expertise, and experience as needed.

RECOMMENDATION #17

National Senior Volunteer Corps. Add a new provision that changes the reference of Older American Volunteer Programs (OAVP) to National Senior Volunteer Corps. The intent of this new provision is to bring to the forefront that the Older American Volunteer Programs have been in existence for 26 years and are considered the leading volunteer service providers in many local communities. It is our belief that this new reference to senior volunteers would enhance the publicity, recognition, and development of senior volunteer programs throughout the Nation and should become the foundation of senior involvement under National Service initiatives.

CONCLUSION

Mr. Chairman, members and staff of the Subcommittee, I thank you for the opportunity to present this statement. I conclude by saying, professionally and personally, I believe that the Senior Companion Program can play a very strong roll in the future of both serving our Nation's elderly as well as being a resource to serve our Nation's elderly. As we continue through the '90's, the challenges that our Country will meet to serve the frail, the ill, the homebound elderly will continue to mount. It is my strong belief that the Senior Companion Program can continue to grow and be a resource to help meet these needs. I appreciate the strong support of this Committee and the National Association of Senior Companion Project Directors stands ready to continue to assist you and ACTION in the promotion and expansion of the Senior Companion Programs throughout the United States. Thank you.

provide a link to the hands-on field services being provided to those charged with administering the Older American Volunteer Programs. It will create opportunities for joint ventures between ACTION and the National Directors Associations. It will strengthen the Association's role of advocacy for senior volunteerism. For many years the National Associations have striven to work with ACTION to enhance the services provided. This provision would mandate that ACTION and the Directors Associations have the opportunity to work together for the betterment of the Older American Volunteer Programs.

RECOMMENDATION #11

Support Senior Companion tie-in with Medicaid community-based care waiver program. We recommend a new provision to support the Senior Companion Program with the quickly-growing community-based care waiver programs throughout the United States. In various states throughout the Nation, Senior Companion Programs have successfully been included in the Medicaid waiver programs. This has allowed for the reimbursement of the volunteer costs associated with providing services to these clients. This reimbursement system then allows local programs to expand their existing services through the Medicaid waiver program. As more and more states petition for Medicaid community-based waiver programs, the Senior Companion Program can play an integral part in providing services to these individuals.

RECOMMENDATION #12

Rename and restructure ACTION, the Federal Domestic Volunteer Agency. Add a new provision to rename and restructure the ACTION agency so that it becomes the focal point for Federally-supported volunteer initiatives, including new National Service initiatives. As our Nation embarks on the future years, it is very apparent that National service will be a growing part of our society and include all ages in service to America. ACTION has been in existence for many years and, unfortunately has lacked the strong leadership to empower the agency to emerge as the Nation's leading authority on volunteerism. It is time to expand the agency's role in leading our Nation's volunteer efforts. The proven successes, longevity, and the 26 years of experience of the Older American Volunteer Programs should not be lost. It should be enhanced to further serve the growing needs in our local communities. The ACTION field structure provides for strong communication and support of the local grantees throughout the United States. This field structure acts as a catalyst to include other community resources to be involved with the grantee sponsoring agencies and pulls together community resources to better serve the frail, home-bound elderly. We believe that there are many internal policies and procedures within the ACTION structure that can be changed to better accommodate the local projects. This would include the reduction of paperwork, better monitoring visits, and more of a support system to project directors in their various communities. This new agency needs to be a strong, supportive, out-going, and out-spoken voice for the efforts of the volunteer programs it encompasses. The history and the success of the field structure of the agency is important and should be emphasized. Again, it is time to utilize this structure and expand it to better serve our Nation's elderly.



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NATIONAL HEALTH CARE REFORM: THE CASE FOR INVOLVING SENIOR COMPANION VOLUNTEERS

Policy makers need to consider the cost effectiveness and human potential offered by the Senior Companion Program, and include support for additional Senior Companions in health care reform proposals.

Assuring the availability of quality health care for all Americans is a top priority of the Clinton Administration. The special needs of older Americans, including the provision of long-term care assistance, present unprecedented challenges and opportunities.

Older Americans can be a *resource* to the health care delivery system as well as beneficiaries. Healthy older persons can assist and provide support to their frail elderly peers who are striving to maintain themselves in independent living settings. A structure exists to support this resource: it is the Senior Companion Program.

The Senior Companion Program, established in 1973, provides stipended volunteer opportunities for low-income persons 60 years of age and older to assist the frail, home-bound elderly. Senior Companions serve 20 hours per week and are assigned to an average of three clients per volunteer. They provide one-to-one sustained support to the clients they serve. Senior Companions are funded through the Domestic Volunteer Service Act and administered by ACTION, the federal volunteer agency.

Consider the following:

- In just this one century alone in the United States 28 years have been added to the average length of a person's life -- more than was previously added in all of human history. Life expectancy for Americans in 1900 was 47 years; by 1990 it had increased to 75 years.
- In 1900 persons over 65 numbered 3.1 million, or 4.1 % of the population. By 1989 persons over 65 years of age increased 10 times to 31 million, and the percentage tripled to 12.4 % of the population.
- Only 5% of those over 65 years of age reside in institutions and another 17% say they are unable to engage in their major activity; but a full 81% of the non-institutionalized 65+ population has *no* limitation in their activities of daily living. This healthy, active segment of the senior population represents a vast untapped resource for contributing to their communities.
- The average cost of nursing home care in the United States exceeds \$30,000 annually; the estimated cost of a Senior Companion volunteer serving 20 hours per week for an entire year is \$3,500.
- Senior Companions serve with a variety of community volunteer stations connected to the health care system. They include: hospital discharge programs, home health agencies, hospice organizations, Alzheimer's support programs, adult day care programs, etc. Senior Companion volunteers supplement the services offered through these organizations by providing needy elderly with assistance, friendship, respite care for their caregivers, and networking to other services available in the community.
- In 1992 approximately 12,000 Senior Companion volunteers served in 171 projects throughout the nation, assisting nearly 36,000 clients -- a small but valuable resource with enormous potential for growth. Budgetary constraints are the *sole* barrier to expansion of this proven program.

SENIOR
COMPANIONS

Chairman MARTINEZ. Let me make an announcement. Thank you very much. Let me make an announcement at this time.

There is a motion on the floor at this time, a 15-minute vote, which is to adjourn. Nobody realistically is going to adjourn. It's a ridiculous vote. It's a mischievous vote. I am not going to adjourn again for a vote like that.

Now, I realize that the members are considerate of their voting record because many times opponents like to use that against them. So we had one member realize that he needed to get to the floor and vote.

Susan, if you have to go——

Ms. MOLINARI. Yes. Because of my schedule last week, I missed several votes.

Chairman MARTINEZ. That's understandable, but I will not adjourn.

Ms. MOLINARI. I'll be back in just a second.

Chairman MARTINEZ. Thank you. I figure the people have come from too far—yourself from Salt Lake, Ms. Smith from Orlando, Florida—for a mischievous vote like this. I don't need to go to the floor to vote. I think it's inconsiderate of members who know that there are committees taking place to call for a vote like this to interrupt us.

The other two votes were mischievous, too, to table a motion to reconsider a vote on the rule after the vote on the rule had been taken and passed unanimously, or by the majority anyway, to then call another vote to delay us even longer. So I've given them as much as I'm going to give them in mischievous votes today.

Ms. Smith.

Ms. SMITH. Mr. Chairman, thank you. I appreciate the opportunity to testify on the Reauthorization of the Domestic Volunteer Service Act.

My name is Ann Smith. I serve as president of the National Association of Foster Grandparent Program Directors. I have been the director of the Foster Grandparent Program based in Orlando, Florida, for 21 years. My sponsor is Florida Senior Programs, a small, private, nonprofit.

The National Association of Foster Grandparent Program Directors represents a majority of the 275 programs in the country. The purpose of our organization is to provide a mechanism for us to work together towards the improvement of the Foster Grandparent Program and to deal with the concerns facing older Americans and our Foster Grandparent volunteers in particular.

As you are aware, the Foster Grandparent Program began in 1965 with 21 federally funded programs. Today there are 275 programs nationally under the ACTION umbrella. Thirteen of these Foster Grandparent Programs are totally funded with non-ACTION moneys. There are more than 23,000 Foster Grandparent volunteers providing approximately 21 million hours of service to 77,000 children with special or exceptional needs.

Using the 1992 independent sector calculation of the average value of volunteer service at \$11.58 an hour, the value of this service is nearly a \$25 billion return on the Federal Government's \$65 million investment in Foster Grandparents.

My own program in Orlando is reflective of the changes that have occurred in the programs nationally. When we began in 1972, we had 80 volunteers serving in one institution for the mentally and physically handicapped. At that time, we had three full-time staff. Today we have 150 Foster Grandparents, each of whom gives 1,044 hours each year, and we have 57 different locations in 2 counties. We still have just 3.25 staff people.

Our grandparents serve children in Head Start, daycare, juvenile detention, a residential facility for children with emotionally handicapping conditions, a cerebral palsy center, and special education classes, which include the visually, mentally, and physically challenged. The Foster Grandparent volunteers work with teenage parents, infants born either HIV-positive or addicted to drugs, life-weary children who have been abused or neglected, and children who are homeless or at risk.

The Federal ACTION agency provides financial support, training, technical assistance, evaluation, and oversight of the Foster Grandparent Programs. The value of the ACTION State offices cannot be overstated. A recent AARP-commissioned Carnegie study of intergenerational programs to serve at-risk youth reported: "What we found was that, while there was a great deal of interest and promise in engaging elders in service to or with youth, there is a considerable gap between promise and practice.

"Indeed, the Foster Grandparent Program is the best example of elder service to date in that it has a history of older adults working with youth involved in the program. We found that most other programs tend to be small, poorly funded, and do not include any evaluation of their efforts."

In the Foster Grandparent Program, we like to say that we spend every dollar twice: once on the Foster Grandparent volunteer and again on the child. In 1992, ACTION received funds from the Commission on National and Community Service to provide Foster Grandparents to Head Start.

Unfortunately, the provisions set forth by the Commission were restrictive that only 25 Foster Grandparent Programs were eligible to apply. Five grants were awarded, and approximately 50 additional Foster Grandparents are now serving in Head Start.

While we support this growth, we strongly urge the inclusion in both the Foster Grandparent and Head Start legislation provisions for an interagency agreement to increase the number of Foster Grandparents serving the special group of children financed by Head Start dollars.

This provision would allow Head Start and the Foster Grandparent Program to develop a collaborative initiative in which resources are shared. Head Start provides the special children and the funds, and the Foster Grandparent Program provides the trained volunteers and supervision.

Head Start is currently experiencing an influx of children who were born exposed to drugs and/or alcohol and who are HIV-positive, who come from increasingly dysfunctional families. Foster grandparents are able to provide the nurturing, the individual attention, and the acceptance so necessary to stimulate the development of these children.

According to our current Head Start teachers, the Foster Grandparent Program is often the only stable caring adult in the children's lives. Because of this, Head Start sites are very persistent in their requests for more Foster Grandparents. An interagency agreement would facilitate the Foster Grandparent Program/Head Start relationship and allow us to meet the ever-growing needs of our children and our communities.

One other issue I would like to talk about is the research component of the legislation. We are requesting a new provision to facilitate the research component within the legislation. This provision would allow ACTION to be on the cutting edge of innovative volunteer programs. Demonstration projects could be cost effectively implemented by utilizing existing programs where most administrative costs are in place.

For example, a growing number of children entering Head Start, as we have said, are born addicted to drugs or with Fetal Alcohol Syndrome. Methods for assisting these children to thrive and to succeed are still being tested. A small number of Foster Grandparent slots could be funded to develop a model for Foster Grandparent Programs and other community-based volunteer agencies to use in working with such children.

In addition, a research component would provide an excellent opportunity to use the expertise, time, and innovation of volunteers involved in the new administration's plan for national service.

We also are requesting a new provision to provide authority for ACTION to hold national training conferences on volunteerism. As the lead Federal agency on volunteers, ACTION should pursue a higher visibility and assume the leadership role in the field of the volunteer professional. The years of proven experience in volunteer program management, evaluation, and oversight make this a logical step in the development of the agency.

Having ACTION take a more aggressive role in the field of volunteerism will bring together professionals from a wide variety of public and private organizations and will benefit the Older American Volunteers Programs by providing networking opportunities and more efficiently utilizing the limited resources available for programming and staff training.

We also request that you change the name Older American Volunteers Programs to National Senior Volunteer Corps. This would be a first step for the three proven volunteer programs for older Americans to move into the 1990s and become a part of the new administration's concept of national service for people of all ages. National Senior Volunteer Corps also provides an apt verbal description of an army of committed seniors working together for a better country.

Current population estimates that 37.7 million Americans are over the age of 60. According to a 1991 U.S. Administration on Aging/Marriott Senior Living Services volunteerism survey, over 41 percent of the 37.7 million Americans 60 and older performed some form of volunteer work in the past year.

An additional 37.5 percent indicate that they would volunteer if asked. This is 14 million people. We need to provide more opportunities for older people to serve through the Foster Grandparent Program. We believe that the Older American Volunteers Pro-

grams have the human resources, structure, and experience to serve as the cornerstone upon which the administration should build the senior volunteer component of the National Service Initiatives.

It has been said that a society can be judged by the way in which it treats its elders and children. The Foster Grandparent Program brings these two growing segments of our community together to meet each other's needs. Children will learn the art, spirit, and value of volunteering from their Foster Grandparent role models and will blossom into caring, nurturing adults to whom volunteering will be a way of life.

I appreciate the opportunity to bring our concerns to your attention. The National Association of Foster Grandparent Program Directors stands ready, as always, to work with the committee and with Congress and with ACTION to seek solutions that will result in a Foster Grandparent Program that will continue thrive for the next 28 years. Thank you.

[The prepared statement of Ann E. Smith follows:]

TESTIMONY

ON

REAUTHORIZATION OF THE DOMESTIC VOLUNTEER SERVICE ACT
TITLE II
OLDER AMERICAN VOLUNTEER PROGRAMS

Presented to

House of Representatives
Committee on Education and Labor
Subcommittee on Human Resources

March 24, 1993

Ann E. Smith, President

National Association of
Foster Grandparent Program Directors

7500 Silver Star Road
Orlando, Florida 32818

REAUTHORIZATION OF THE DOMESTIC VOLUNTEER SERVICE ACT
TITLE II
OLDER AMERICAN VOLUNTEER PROGRAMS

Mr. Chairman, Members of the Subcommittee, thank you for inviting me to testify today on the reauthorization of the Domestic Volunteer Service Act. My name is Ann E. Smith. I am President of the National Association of Foster Grandparent Program Directors. I have been the director of the Foster Grandparent Program based in Orlando, Florida for twenty-one years. My sponsor is Florida Senior Programs, a small private non-profit organization.

The National Association of Foster Grandparent Program Directors (NAFGPD) was formed in 1971. We represent a majority of the 275 programs in the country.

The purpose of this organization is to provide a mechanism for us to work together toward the improvement of the Foster Grandparent Program and to deal with the concerns facing older Americans and our Foster Grandparent volunteers in particular.

As you are aware, the Foster Grandparent Program began in 1965 with twenty-one federally funded programs, today, there are 275 programs nationally under the ACTION umbrella. Thirteen of these Foster Grandparent Programs are totally funded with non-ACTION monies. There are more than 23,000 Foster Grandparent volunteers providing approximately 21 million hours of service to 77,000 children with special or exceptional needs. Using the 1992 Independent Sector calculation of the average value of volunteer service at \$11.58 an hour, the value of this service is nearly a \$25 billion return on the federal government's \$65 million investment in Foster Grandparents.

My own program is reflective of the changes which have occurred in the programs nationally. When we began in Orlando in 1972, we had 80 volunteers serving 160 multi-handicapped, profoundly retarded children in one state residential facility. At that time, we had three full-time staff. Today we have 150 Foster Grandparents, each of whom gives 1,044 hours each year to more than 1,000 children in 57 locations in two counties. Yet our program staff has increased to only 3.25. We serve children in Head Start, day care, juvenile detention, a residential facility for children with emotionally handicapping conditions, a cerebral palsy center, and special education classes which include the visually, mentally, and physically challenged. The Foster Grandparent volunteers work with teenage parents, infants born either HIV+ or addicted to drugs, life-weary children who have been abused or neglected, and children who are homeless or at risk.

The federal ACTION agency provides financial support, training, technical assistance, evaluation and oversight of the Foster Grandparent Programs. The value of the ACTION state offices cannot be overstated.

A recent AARP-commissioned Carnegie Council study of intergenerational programs being developed and delivered to serve at-risk youth reported:

"What we found was that, while there is a great deal of interest and promise in engaging elders in service to or with youth, there is a considerable gap between promise and practice. Indeed, the Foster Grandparent Program is the best example of elder service to date in that it has a history of older adults working with youth involved in the program. We found that most other programs tend to be small, poorly funded, and do not include any evaluation of their efforts."

We believe that part of the Foster Grandparent Program's recognition is directly attributable to the involvement of the ACTION staff and their understanding that quality management ensures the success of volunteer programs. One known indicator of quality management is cost-effectiveness. This is typical of the Foster Grandparent Programs nationwide. In the Foster Grandparent Program, we like to say that we spend every dollar twice -- once on the Foster Grandparent volunteer and again on the child.

In 1992, ACTION received funds from the Commission on National and Community Service to provide Foster Grandparents to Head Start. Unfortunately, the provisions set forth by the Commission were so restrictive that only 25 Foster Grandparent Programs were eligible to apply. Five grants were awarded and approximately 50 additional Foster Grandparents are now serving in Head Start. While we support this growth, we strongly urge the inclusion in both the Foster Grandparent and Head Start legislation provisions for an interagency agreement to increase the number of Foster Grandparents serving this special group of children, financed by Head Start dollars.

We have seen a trend of fragmentation and duplication of senior volunteer programs within federal agencies. To prevent this, other federal agencies, who in recent years have recognized senior volunteers as **"the only increasing natural resource we have"**, should be strongly encouraged to enter into interagency agreements with ACTION to provide the most cost-effective programs utilizing senior volunteers.

Our programs have a proven ability to recruit, train, place, and supervise older volunteers. This is demonstrated by the fact that, almost without exception, our Foster Grandparent Programs have waiting lists of potential volunteers. Our attrition rate is less than 1% and the average length of service for Foster Grandparents is 8.5 years. The stipended programs provide the vehicle for low-income people who have never before had the opportunity to become volunteers and to remain a productive part of our society.

The waiting list is not restricted to those wanting to volunteer. We also have waiting lists of agencies requesting Foster Grandparents. Many of those agencies which already have our volunteers are clamoring for additional Foster Grandparents.

With this background, I would like to go on to discuss our recommendations for legislative change. A summary of the changes is attached to this testimony.

1. Stipend increase: The Association recommends that Sec. 211(d) provide for a one-time stipend increase for both ACTION and non-ACTION funded volunteers during the reauthorization period. The stipend, currently at \$2.45 an hour, has not kept pace with inflation. Among programs providing employment opportunities to seniors, it is not unusual for the senior to be paid more than the current \$4.35 an hour minimum wage. One of the Foster Grandparent Program's missions is to provide volunteer opportunities to the "poorest of the poor" - those older people whose incomes are the lowest and who have the greatest need for the stipend. The economic crisis that has touched our nation has had a devastating effect on our poor elderly population. Each week, many of our Foster Grandparents must choose whether to purchase food or necessary medications. I think the committee would agree that the work done by our Foster Grandparent volunteers with children is worth more than \$2.45 an hour.

A one-time stipend increase is easier for projects to manage and to implement, and requires less paperwork than dividing the increase over several years. It is also more beneficial to our low-income Foster Grandparents to receive the entire stipend increase in "one lump" than to receive it piecemeal in 5 and 10 cent increments over 3 or 4 years.

When stipend increases occur, there is no particular burden placed on projects in which all of the volunteers are supported by federal dollars. But this is not always the case. Over the years, projects have been encouraged both by ACTION and the growing need for volunteers in their communities to access state and local dollars to fund stipended Foster Grandparent positions; currently, there are over 2,500 Foster Grandparents whose positions are funded by non-federal dollars. Projects which field these volunteers experience considerable difficulties when stipend increases occur because they must ask their non-federal sources to commit additional dollars to fund the stipend increases, and in many cases those extra dollars just don't exist. To prevent cuts in non-stipended positions, we recommend that non-ACTION volunteers be covered by future federally-mandated stipend increases. This issue is quite significant since failure to secure these funds on a permanent basis will result in projects being forced to cut stipended positions. In one Foster Grandparent Program last year, the Foster Grandparent volunteers voted unanimously to **not accept** another stipend increase if it meant that some of their fellow Foster Grandparents would be cut from the project.

2. An increase in the current \$250,000 public relations floor: Section 222 currently sets a minimum expenditure for public relations at \$250,000 for the combined Older American Volunteer Programs (OAVP). This amount has been sufficient to allow ACTION to highlight only one OAVP each year. As a consequence, the Foster Grandparent Program and the other two OAVPs are suffering severely from a lack of public exposure which affects not only our recruitment of new volunteers and new volunteer work sites, but also our efforts to obtain non-federal dollars from our communities and to develop public/private partnerships. Increasing this funding floor will allow ongoing, simultaneous public relations efforts for all OAVPs. These could include advertisements in national publications and professional journals, audio-visual materials, public service announcements, marketing tools to target businesses and corporations.

3. Strengthening of Sec. 233 (Minority Group Participation): We support the strengthening of Sec 233 to authorize development of both recruitment and training materials targeted to non-English speaking people. Current demographics show that Foster Grandparent volunteers are an ethnically diverse group: 9% Hispanic, 2% Asian, 3% Native American, 36% African American, and 50% White/Other. The cultural mix that results is a boon to both the projects and the children served by Foster Grandparents. Census data relative to patterns of poverty indicate that Foster Grandparent Programs can expect even greater involvement from people whose primary language is not English. Our non-English speaking volunteers must receive and are **entitled** to receive the same opportunities for valuable pre-service training and ongoing training as their English-speaking counterparts. In addition, it is important from a liability standpoint for projects to ensure in every way that all volunteers understand their duties and how to perform them in the ways which will provide the maximum benefits to their Foster Grandchildren.

4. Programs of National Significance (PNS) grant awards: We support expanding eligibility for PNS grants to all projects, both ACTION and non-ACTION funded, regardless of ACTION's current resource allocation formula. All Foster Grandparent volunteers are engaged in work with children who have special needs. A difference in the source of funds which support their activities does not change the fact that they are Foster Grandparents volunteering with a Foster Grandparent Program which has a contract with ACTION.

Because of a geographic formula developed by ACTION, many projects have been automatically ineligible to apply for PNS grants. Since the intent of these grants in the current legislation is to ensure that existing Foster Grandparent Programs have a vehicle to seek additional annualized federal dollars for

expansion into new areas of need in their communities, all projects should be given a chance to compete for these grants. The grants would be awarded based on the merits of the proposals without regard to which region or state ACTION feels is underfunded.

Since the PNS authority was first authorized in 1989, over 300 projects have received these grants. Because of PNS grants, more low-income older people have been given the opportunity to serve as Foster Grandparents, these grants have become a valuable tool - the **only** tool - for infusing more federal dollars and more growth into the Foster Grandparent Program.

5. Expand PNS categories: Because the needs of both communities and the children we serve are changing as our society changes, we support expansion of the categories for which PNS grants are available to include such areas as the environment, ethnic outreach, criminal justice activities, homelessness, and apprenticeship programs involving older volunteers with young people. What could possibly be more "significant" than a Foster Grandparent serving as the one stabilizing element in the life of a homeless child living in a shelter, or a Vietnamese elder easing the transition into a new culture for Cambodian or Laotian children in a refugee resettlement program?

6. Cost of living adjustments: We support strengthening of Sec. 226 to ensure that, when new funds are available, cost of living adjustments must first be allocated to existing Foster Grandparent Programs **before** funding new projects. Sec. 226 provides the only means available for established projects to seek additional funds to cover administrative cost increases. Prior to Sec. 226, no such mechanism existed, and projects suffered greatly because new dollars were used to start new projects instead of helping existing projects pay for cost increases caused by inflation. As a typical example, one Pennsylvania project's federal allocation for administrative costs has increased only 5% over the last 13 years. **This is an average annual increase of only .38%.** I am sure that the committee would agree that the average increase in the cost of living over the last 13 years has been more than .38%, and that it is a credit to the management skills of project directors and the value placed on the work of the Foster Grandparents by our communities that the Foster Grandparent Program has survived and even expanded since 1980.

We strongly support the retention of another provision of Sec. 226 which requires that ACTION report annually to Congress the funds actually requested by projects for administrative cost increases as well as the amount actually awarded by ACTION in response to these requests. This is the only mechanism available to project directors to inform Congress of the actual number of dollars they need to effectively operate and manage their programs and train and supervise their volunteers.

7. Copyright of the Foster Grandparent, Senior Companion and Retired Senior Volunteer Program names: We support the addition of a new provision to ensure the copyright of the names of the three OAVPs. It is not uncommon for agencies and community organizations to realize the value of programs which link generations, and to foster the growth of such programs. Problems arise when they choose names which are the same as, or similar to, those of the OAVPs. In one community, "foster grandparents" are residents of a nursing home who are visited weekly by children in a second grade classroom. In another community, an agency began a "foster grandparent program" which lacked the effective training and supervision components present in our Foster Grandparent projects. In the first case, a funding source, believing they were supporting the ACTION Foster Grandparent Program, mistakenly made a sizable donation to the wrong program, in the second case, the reputation and credibility of the ACTION Foster Grandparent Program was seriously damaged. These names must be copyrighted to prevent confusion and preserve our credibility.

8. Liability insurance costs: We support the addition of a new provision to allow project grants to cover the costs of purchasing liability insurance, a previously unallowable expense. Further, we encourage the addition of language which provides additional federal funds to purchase and maintain this insurance. Liability insurance is a necessary safety net not only for Foster Grandparent Programs but also for the volunteers themselves. Failure to provide federal dollars to purchase and maintain liability insurance encourages projects to operate without it (a poor management practice) and puts projects and volunteers at risk.

9. NAFGPD/ACTION relationship: We support the addition of a new provision to institutionalize the a working relationship between ACTION and the NAFGPD. Over the years, the NAFGPD has produced many accomplishments which have strengthened the Foster Grandparent Program, including obtaining stipend increases for the volunteers, spearheading the development of a Memorandum of Understanding with the Department of Defense, collaborating with an international foundation to expand the Foster Grandparent Program beyond the boundaries of the United States, developing a mechanism for projects to seek additional funds for administrative costs and to expand their volunteer complements into new and exciting areas, and providing technical assistance to our members, their sponsors, and to ACTION. Some of these activities occurred at a time when the relationship between NAFGPD and ACTION was less than optimal. In the same way that the National Association of State Units on Aging and Area Agencies on Aging (N4A) has worked in a formal way with the Administration on Aging for the betterment of the nation's elderly, ACTION and the NAFGPD should work together to accomplish their common goals.

10. Foster Grandparent Program/Head Start: We are requesting a new provision to support an interagency agreement between ACTION and Head Start. This provision would allow Head Start and the Foster Grandparent Program to develop a collaborative initiative in which resources are shared - Head Start provides the special children and the funds, and the Foster Grandparent Program provides the trained volunteers and supervision.

Head Start is currently experiencing an influx of children who were born exposed to drugs and/or alcohol, who are HIV+, and who come from increasingly dysfunctional families. Foster Grandparents are able to provide the nurturing, the individual attention, and the acceptance so necessary to stimulate the development of these special children. According to our current Head Start teachers, the Foster Grandparent is often the only stable, caring adult in the children's lives, because of this, Head Start sites are quite persistent in their requests for more Foster Grandparents. An interagency agreement would facilitate the Foster Grandparent Program/Head Start relationship and allow us to meet the ever-growing needs of our children and our communities.

11. Medicaid Waiver Program: We are requesting a new provision to support an OAVP tie-in with the Medicaid Community-based care Waiver Program. This provision will support deinstitutionalization of children, allowing the children to benefit from the warmth, love and understanding of a Foster Grandparent volunteer while promoting the preservation of the family unit.

12. Rename and restructure ACTION: We request that the ACTION agency be renamed and restructured so that it becomes the focal point for federally-supported volunteer initiatives, including the new national service initiatives. We are concerned that the fragmentation of the federal volunteer service effort that characterized the previous administration (Points of Light Foundation, White House Office of National Service, Commission on National and Community Service, ACTION) not be continued under the new administration. This fragmentation creates a hierarchy of programs and sends the message that some programs are less valued than others. It results in duplication of effort and the waste of valuable

financial resources. The major federal service programs should be integrated under one national service agency which has strong leadership at its center

This year's reauthorization of the Domestic Volunteer Services Act offers opportunities for change and for integration of the OAVPs with other service initiatives under the umbrella of the Clinton National Service Plan. We feel ACTION should be a part of this change.

13. Co-volunteering between existing ACTION-supported programs: We request the addition of a provision to encourage co-volunteering between existing ACTION-supported programs. Some examples would be: VISTA literacy volunteers training Foster Grandparents to assist children in remedial reading programs, VISTA volunteers developing training modules to teach Foster Grandparents to work in drug prevention programs; and VISTA volunteers developing recruiting techniques designed to reach the poverty-level isolated senior population. Since both VISTA and the Student Community Services Programs are committed to a focus on low-income communities - the same communities where Foster Grandparents reside - the possibilities for cooperation between these ACTION programs are limited only by our creativity.

14. Research component: We are requesting a new provision to facilitate a research component within the legislation. This provision would allow ACTION to be on the cutting edge of innovative volunteer programming. Demonstration projects could be cost-effectively implemented by utilizing existing programs where most administrative costs are in place. For example, a growing number of children entering Head Start were born addicted to drugs or with Fetal Alcohol Syndrome. Methods for assisting these children to thrive and succeed are still being tested. A small number of Foster Grandparent volunteer slots could be funded to develop a model for Foster Grandparent Programs and other community-based volunteer agencies to use in working with such children. In addition, a research component would provide an excellent opportunity to use the expertise, time and innovation of volunteers involved in the new administration's plan for national service.

15. National training conferences: We are requesting a new provision to provide authority for ACTION to hold national training conferences on volunteerism. As the lead federal agency on volunteerism, ACTION should pursue a higher visibility and assume the leadership role in the field of the volunteer professional. The years of proven experience in volunteer program management, evaluation and oversight make this a logical step in the development of the agency. Having ACTION take a more aggressive role in the field of volunteerism will bring together professionals from a wide variety of public and private organizations, and will benefit the OAVPs by providing networking opportunities and more efficiently utilizing the limited resources available for program staff training.

16. Regular work force provision: We request more flexibility in so that individuals who meet all the program qualifications but are still part of the work force would be permitted to participate in the Foster Grandparent Program. For example, a 61 year old divorced woman with no marketable job skills who is working part-time at McDonald's does not qualify under the current provision because she has a part-time job. However, she **does** meet current income guidelines (\$8,715 for an individual) when all income sources (including her job) are counted. Unfortunately, this is not an uncommon situation and argues strongly for flexibility. Directions in the Committee Report language may be sufficient to accomplish this objective.

17. Name change: We request that you change the name "Older American Volunteer Programs" to "National Senior Volunteer Corps". This would be a first step for these three proven volunteer programs

for older Americans to move into the 90's and become a part of the new administration's concept of national service for people of all ages. "National Senior Volunteer Corps" also provides an apt verbal description of an army of committed seniors working together for a better country.

Current population estimates indicate that 37.7 million Americans are over the age of 60. According to a 1991 U.S. Administration on Aging/Marriott Senior Living Services volunteerism survey, over 41% (15.1 million) of the 37.7 million Americans 60+ performed some form of volunteer work in the past year. An additional 37.5% (14 million) indicate they would volunteer if asked. We need to provide more opportunities for older people to serve through the Foster Grandparent Program. We believe that the Older American Volunteer Programs have the human resources, structure, and experience to serve as the cornerstone upon which the administration should build the senior volunteer component of the National Service Initiative.

It has been said that a society can be judged by the way in which it treats its elders and its children. The Foster Grandparent Program brings these two growing segments of our communities together to meet each other's needs. Children will learn the art, spirit, and value of volunteering from their Foster Grandparent role models and will blossom into caring, nurturing adults to whom volunteering will be a way of life.

I appreciate the opportunity to bring our concerns to your attention. The National Association of Foster Grandparent Program Directors stands ready, as always, to work with the Committee, with the Congress, and with ACTION to seek solutions that will result in a Foster Grandparent Program that will continue to thrive for the **next** 28 years.

Again, thank you

Suggested Amendments to the Domestic Volunteer Service Act

National Association of Retired Senior Volunteer Program (RSVP) Directors
 National Association of Foster Grandparent Program (FGP) Directors
 National Association of Senior Companion Program (SCP) Directors

1. A one-time stipend increase for Foster Grandparent and Senior Companion volunteers, with coverage of non-ACTION funded volunteers;
2. An increase in the current \$250,000 Public Relations floor;
3. Strengthening of sec. 223 (Minority Group Participation) to authorize development of materials targeted to individuals whose primary language is not English;
4. Expanded eligibility for PNS Grant awards to all projects, notwithstanding ACTION's resource allocation formula, including non-ACTION projects;
5. Expand PNS categories to include such areas as the environment, ethnic outreach, criminal justice activities, homelessness, and apprenticeship programs involving older volunteers with young people;
6. Strengthen section 226 (Cost of Living Adjustments) to ensure that when new funds are available, prior to funding new projects, cost of living adjustments must first be allocated to existing projects;
7. Addition of a new provision to ensure the copyright of the Foster Grandparent, Senior Companion, and Retired Senior Volunteer Program name.
8. Addition of a new provision to allow project grants to cover the costs of liability insurance.
9. Addition of a new provision to institutionalize a working relationship between ACTION and the National Directors Associations (similar to relationship between Administration on Aging and National Associations of State Units on Aging and Area Agencies on Aging.)
10. Addition of a new provision to support Foster Grandparent Program tie-in with Head Start.
11. Addition of a new provision to support Older American Volunteer Programs tie-in with Medicaid Community-based care Waiver program.
12. Rename and restructure ACTION so that it becomes the focal point for federally-supported volunteer initiatives, including new national service initiatives.
13. Addition of a new provision to encourage co-volunteering between existing ACTION-supported programs, such as VISTA and the Older American Volunteer Programs.
14. Addition of a new provision to facilitate a research component with the Domestic Volunteer Service Act.
15. Addition of a new provision to provide authority to ACTION to hold national training conferences on volunteerism.
16. Addition of a new provision flexibility so that individuals may participate in OAVP programs even if they are still in the regular work force (ex. part-time workers).
17. Change reference "Older American Volunteer Programs" to "National Senior Volunteer Corps."

Chairman MARTINEZ. Thank you, Ms. Smith.

There are a couple of questions that I have to start out with. In your testimony, Ms. Mulligan, you talked a little bit about the waste of limited resources and that certain efforts were ineffective and inefficient, and the problem of fragmentation.

When you look at the program itself and you look at the—just looking at what it's required to have, a director, a deputy director, an associate director for domestic and antipoverty programs, two assistant directors for both the Older American Volunteers Program and VISTA—I imagine that's two for each—then you have three personnel responsible for RSVP, SEP, and FGP, from your experience, any of your experiences, what impact has this had on being able to provide services better, faster, more effectively, or coordinated better, or what, or has it had any impact?

Ms. MULLIGAN. I think we're confusing two different things.

Chairman MARTINEZ. No, no. Your statement caused me to think about that.

Ms. MULLIGAN. Okay. How does the ACTION staffing pattern affect projects?

Chairman MARTINEZ. Well, when I think of things and you see all these directors, sometimes I think—when we're trying to make government more efficient right now and less costly, you think about—the best analogy I can give you, and I always go back to my earlier days on city council when we had really stiff budgets to meet, what we simply did was, when we had two different departments that were almost similar, like Parks & Recreation and Groundskeepers, we combined those two departments and had one director and saved ourselves one big salary.

We didn't reduce any people at the lower level that were actually doing the work. I'm looking at all these people, and I'm amazed when I go over to these agencies and see the number of people, see there some of them very hard at work and others seeming to look for something to do.

I look at the structure here, and I'm wondering, do we really need all that top-heavy personnel and could we maybe streamline that a little bit to get more dollars to where they need to be?

Ms. MULLIGAN. Now that I understand your question, I have to tell you that I don't really see the agency as being top-heavy, sir.

Chairman MARTINEZ. Well, that's what I need to know.

Ms. MULLIGAN. I think the staff is rather lean for the tasks at hand.

Mr. RASMUSSEN. I might say that it could be reviewed and looked at, but I couldn't comment as to whether it's been a detriment to the field operations. I don't believe that it has, but I believe a review of the positions and the responsibilities would be in order. Anything that could be saved from that and put into the field and to actual services would be a benefit to the local communities. But as far as actually saying it's been a detriment, I couldn't speak to that fact for sure.

Ms. SMITH. I would agree with that. I think that the primary contact that our programs have with ACTION are through the State offices. We want to voice our support for that State structure and to maintain that State structure. The average program does not have a lot of contact with Washington.

Mr. RASMUSSEN. I would also comment there that the State staff are very lean at the ACTION level. I mean, they've got 16 programs in Utah that two people oversee and read the grants and make sure that all grantees are in compliance with the regulations set forth by ACTION and by Congress. Usually, maybe one program officer monitors half the grants, and maybe the State director does the other half, or whatever. So their State structure is very lean.

In addition to that, and you've heard it from us, our program structure is very lean. I have 160-plus volunteers, and that's taken care of by 3½ people. And that includes working with 20 different agencies in Foster Grandparents and 10 different agencies in Senior Companions. So the leanness of these programs beyond the Washington level is very clear. But I would urge you to take a look at it.

Chairman MARTINEZ. The reason I bring the question up is because right now there's a certain mentality that exists in the general public, and it's beginning to develop people's positions here when you talk about funding for programs, and that is waste in government.

It started out 12 years ago, waste, abuse, and fraud, and none of that has really changed as far as a lot of these particular agencies are concerned. But some people look at these programs, and when you go to argue about well, we need more funds to do this, they say well, there's probably too much money up there in administrative levels. So if we cut the costs there, we can shift that money.

Well, there's no money to shift, is what you're saying. Those are very lean machines and are doing the best job they possibly can do with what is really lean now. There's more resources to flow to the lower levels.

Mr. RASMUSSEN. Right.

Ms. SMITH. Mr. Chairman, if you're looking at the ratio of administrative costs for the Agency versus program costs, part of the problem is that our programs are small programs when you compare them to other programs within the Federal Government.

So, even with bare staff, the administrative costs may seem disproportionate, but I don't believe that from a management standpoint they necessarily are.

Chairman MARTINEZ. Well, I think defense is the only place that you can say the administration has been concerned about doing more with less, because we even had a Secretary of Education running around the country telling school districts they were going bankrupt; do more for less. You've gone as far as you can do with the less. Now we need the more.

Ms. SMITH. That has created an impact on our program with an increased request for volunteers.

Chairman MARTINEZ. Let me ask you in the area of volunteers, you know, there has been some controversy over the fact that there has been some discussion about lowering the age requirement to 55, taking advantage of some people who are maybe still in the workforce but they have skills and those skills can be transferred by part-time volunteers. What are your feelings about that?

Ms. SMITH. Let me give you a two-part answer, the first part dealing with workforce. We can cite incidents of volunteers or po-

tential volunteers who would otherwise qualify for our program except that they are still working part-time which makes them ineligible under current regulations.

The second part, I cannot represent the Association's viewpoint because we have not had an opportunity. This issue of lowering the age came up since we have done our legislative surveys. So we are in the process of doing that. I would be glad to get back to you on that.

Chairman MARTINEZ. I would appreciate that. At this particular time, one of the questions I was going to ask deals with the information you've provided here. So I don't need to ask that question. What I need to do add this. If there is no objection, I submit this as part of the record. It is the Senior Volunteer National Perspective.

[The information follows:]



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May 28, 1993

The Honorable Matthew G. Martinez
House of Representatives
Committee on Education and Labor
Subcommittee on Human Resources
2231 Rayburn House Office Building
Washington, DC 20515

Dear Chairman Martinez:

At the hearing held March 24, 1993, I was asked to advise the Committee of the results of the survey our Association was conducting regarding lowering the eligibility age for Foster Grandparents to 55.

That survey has been completed. Less than two percent (2%) support lowering the age to 55.

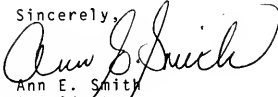
Typical of the comments I received were:

--My best volunteers are in their eighties.

--Younger applicants are looking for employment.

--Please don't lower the age. I already have over 100 people on my waiting list using the present eligibility.

I request that this letter be added to the hearing records.

Sincerely,

Ann E. Smith
President

Chairman MARTINEZ. Ms. Molinari.

Ms. MOLINARI. Thank you, Mr. Chairman. I'm just following up on some of the concerns that I think you've legitimately raised relative to the administrative costs.

Ms. Smith, in your testimony, and I didn't hear it, but in your written testimony you talked about not only expanding our base volunteers, but activities that volunteers can get involved in, such as maybe combining Head Start with Foster Grandparents.

That would seem to me to be one of those things that we can talk about and sell if we were able to do this in terms of actually lowering what would be duplicative administrative costs in some areas, while increasing the effectiveness and participation.

Could you just talk to me a little bit about how you would envision that kind of combination working in a program combination like that?

Ms. SMITH. Are you talking about moving our program to the Head Start agency?

Ms. MOLINARI. No, not necessarily moving the program.

Ms. SMITH. Like a contractual agreement and that kind of thing?

Ms. MOLINARI. Yes.

Ms. SMITH. We have a history of that happening within the ACTION agency. I think 3 years ago there was an agreement between Head Start and ACTION. Head Start provided the money, and we did some demonstration projects then.

The National Service Commission money has just been granted within the last 3 or 4 months, I believe. That is in process. They are working with Head Start centers that have parent-child centers which restricted that somewhat.

I have to tell you that when we testified before the Commission, we were criticized because we were 26 years old. Our program was 26 years old, and they thought that we could not be innovative. So we said well, give us the money and we'll be innovative.

I think that the only thing that restricts the programs in any of what they can accomplish is really the dollar figure. We can be as innovative as people will give us the opportunity to be. I think the Head Start is a natural kind of match.

Ms. MOLINARI. I do, too. Obviously, that is a program that has provided a great deal of support from this President, and I think matched by the Congress with certain changes. Maybe when we have those oversight hearings, Mr. Chairman, we can see what we can do to strengthen that bond. Thank you.

Ms. SMITH. Thank you.

Chairman MARTINEZ. Thank you, Ms. Molinari.

I'm following up on that question. There were five grants given from an action that was taken in 1992. I think you increased the number of grandparents that were actually servicing Head Start children. Have we any results from those efforts?

Ms. SMITH. Those grants have just been given within, I believe, just since the—I think since just the first of the year.

Chairman MARTINEZ. So we really don't have anything?

Ms. SMITH. No, sir.

Chairman MARTINEZ. Anyway, it would be worthwhile monitoring those and getting back the information because I think that's an effective thing. That information might lead us to be able to

move towards legislation requiring interagency agreements in that area.

Ms. SMITH. Some of the Programs of National Significance in the past have been given to Foster Grandparent/Head Start situations. We can certainly get you the reports on those and the success that they have had. We'll be glad to do that.

Ms. MOLINARI. Mr. Chairman, could I just ask one more question?

Chairman MARTINEZ. Yes.

Ms. MOLINARI. You've discussed and brought to the forefront the idea of increasing our public relations or public awareness campaigns. Can you comment for me as to whether—do we have too many volunteers that are waiting for placement, not enough? Where is the general national perspective, if you can comment, in terms of—

Mr. RASMUSSEN. Well, in my written testimony, the numbers that I have as far as the number of projects and the number of volunteers in both Federal and non-Federal funded, this represents only one-half of 1 percent of the total eligible population that could be involved in these programs.

So I think we're just touching and scratching the surface of what is available out there. Various parts of the country have different problems in recruitment and things of that sort, but many other areas have waiting lists waiting to become a Foster Grandparent or a Senior Companion.

Ms. MOLINARI. So it varies by region and area?

Mr. RASMUSSEN. But I would say generally that the population is there that is untapped and should be tapped. In my program, I have had waiting lists for Foster Grandparents and Senior Companions. I've been able to utilize those.

The waiting list for clientele has continued to skyrocket, and I think that's representative of all Senior Companion programs. Anytime you try to find a Senior Companion in a community, you usually find five clients to one companion because of the need that is there. And that's why the resources that we have are just stretched to the limits. What's going to help that is additional resources.

Ms. MOLINARI. Do you agree basically with that?

Ms. MULLIGAN. Yes. I would agree with that.

Ms. MOLINARI. Thank you.

Chairman MARTINEZ. Thank you.

Mr. Baesler.

Mr. BAESLER. I have nothing at this time.

Chairman MARTINEZ. Mr. Scott.

Mr. SCOTT. I don't have any questions at this time, Mr. Chairman. As I indicated in my opening remarks, I'm familiar with the various programs in my district and look forward to reauthorization.

Chairman MARTINEZ. Thank you.

Let me just ask one question because it ties into what Ms. Molinari was asking in the end, the idea of how many volunteers are available. Right now you do everything you can, publications and newspapers usually, I would imagine, stories in newspapers that you can get some reporters write from a human interest aspect,

and posting on bulletin boards, visiting. You do a lot of personal recruitment. Do you have a budget for this? Is there allocated—

Ms. MULLIGAN. Absolutely not. Within the programs, no, sir.

Chairman MARTINEZ. I don't remember ever seeing, let's say, a national advertisement for these kinds of programs.

Ms. MULLIGAN. That's one of our—

Mr. RASMUSSEN. That's what our recommendation is getting at, sir, is that we feel in our local communities we have been successful in getting free advertising and getting posters everywhere we can and things. What we're asking is that the leadership at ACTION take a much stronger vocal point in being the leader in volunteerism.

There should be national volunteer advertisements on TV, and there should be things in major magazines that promote the successes of these programs. I think the strength of that leadership at ACTION is where that needs to happen, along with the financial resources needed to create that.

Chairman MARTINEZ. Then you feel there should be a minimal budget allocated to promoting and advertising Older American Volunteers Program?

Ms. MULLIGAN. Yes, absolutely.

Mr. RASMUSSEN. Definitely.

Ms. MULLIGAN. Mr. Chairman, RSVP has a problem very different from Foster Grandparents and Senior Companion, and that is that we don't have an average volunteer. It's very hard for us to describe what RSVP is, because it's all things to all people. As a result, it is very, very difficult for us to get the kind of publicity we need.

Our past president of this association used to say that RSVP was the best kept national secret. You can go around this country, and there are so many people who are not familiar with it simply because the projects can only get so much local publicity. And what has come out of Washington headquarters has been little, if anything.

So we would ask you to help us in acquiring the kind of publicity we need for these programs.

Chairman MARTINEZ. The ACTION agency's administrative budget doesn't include any amount of money for promotion, does it?

Ms. MULLIGAN. I believe it's \$250,000.

Mr. RASMUSSEN. It's \$250,000.

Ms. MULLIGAN. And we would like to see that amount raised substantially.

Chairman MARTINEZ. But that's out of your program money, isn't it?

Ms. SMITH. Right. That's for all three programs, not per program.

Chairman MARTINEZ. Wouldn't you feel a little bit better about it if it came out of the Agency's budget rather than your program?

Ms. MULLIGAN. Sure.

Chairman MARTINEZ. I think that's something we ought to work on, because I think you easily could afford it there.

Mr. RASMUSSEN. Mr. Chairman, anything that they can do nationally in Washington carries a lot more weight than what I can do in Salt Lake City, Utah.

Chairman MARTINEZ. That's worth looking into.

Mr. BAESLER. Mr. Chairman?

Chairman MARTINEZ. Mr. Baesler.

Mr. BAESLER. I might be showing my ignorance, but what is the relationship between ACTION and these folks? I'm picking up that ACTION is up here and you folks are down here.

Chairman MARTINEZ. ACTION is the Federal agency that oversees their—

Mr. BAESLER. That's the group you were talking about with all the directors a while ago?

Chairman MARTINEZ. Yes.

Mr. BAESLER. And that's the group that gets the \$250,000?

Chairman MARTINEZ. Right.

Mr. BAESLER. My question is whether or not any of the money gets down to the local level.

Chairman MARTINEZ. It doesn't appear to.

Ms. SMITH. What usually happens with the budget that ACTION has is that they develop posters and brochures and things like this that are of use to the whole Agency. We have ACTION staff in the back of the room.

Mr. RASMUSSEN. We have a poster in the back of the room.

Chairman MARTINEZ. How do they distribute these?

Ms. SMITH. They are sent to the programs.

Chairman MARTINEZ. Sent to you?

Ms. SMITH. Yes, sir.

Chairman MARTINEZ. And so where you can give them out, that's the amount of—

Ms. SMITH. Right.

Chairman MARTINEZ. It's a great poster. Now, if we could flood the market with them—you know?

Ms. SMITH. Yes.

Mr. RASMUSSEN. Posters do help us in that type of information that they're able to get to us. But I think we're talking on a much bigger scale of what can happen here from the District of Columbia.

Chairman MARTINEZ. I think, you know, it isn't that costly, really, for providing the materials or the little one or two minute tape to major broadcasters. They're required to provide these advertisements. Public Service commercials.

Mr. RASMUSSEN. And I think the current acting leadership is very committed to seeing that happen and making some changes and streamlining some things within the Agency that will allow for better relationships. But I think if it's put into the authorizing law, if leadership at ACTION changes, we'll still have the opportunity to utilize that.

Chairman MARTINEZ. I have a suggestion. Maybe those of us on the committee could write a joint letter to the Agency asking them to supply the materials, because it wouldn't be that costly, really, and then providing these to the major networks to run in their public service announcements.

Mr. RASMUSSEN. I think the major networks are more important. They just developed a new Senior Companion poster that's just come out, and it's a wonderful poster. They got our input on it, and it helps us at the local level. I think what I'd really like to concentrate on is CNN and NBC and CBS and the major organizations. If we could get some spots there, those go a lot further than a poster in our local grocery store.

Chairman MARTINEZ. Mr. Baesler.

Mr. BAESLER. If I understood what was said a minute ago, none of the \$250,000 is given to you to use locally?

Ms. SMITH. That's true.

Mr. BAESLER. In my experience, it would be more effective if that money was used locally. It seems that if you had more money to use locally that you could deal more directly with the folks that you're trying to recruit. What you're saying, though, is that you would rather have national advertising rather than local advertising. I have a problem with that.

Mr. RASMUSSEN. That's my feeling in that we have been successful, at least in my local project, at getting spots in the papers and even on our local television. But what we really need to see is the national exposure rather than the local exposure. Our communities are sold on these programs. Not very many of our programs have problems with recruitment. RSVP has, you know, a different concern there with their varieties, but what we need to see is the major expansion from the national office.

Ms. MULLIGAN. And I also think it's important that each of the local projects promote a national image and that we not all just go off on our own little tangents and come up with our own identities for our programs. I think the national image is really very important.

Mr. BAESLER. Yes.

Chairman MARTINEZ. I think it's like Smokey the Bear, you know. Everybody knows who Smokey the Bear is.

Mr. RASMUSSEN. That's right.

Chairman MARTINEZ. That was projected on a national level.

Ms. MOLINARI. Or even Head Start, you know. People can talk about Head Start because they know it as a national phenomenon that works.

Ms. SMITH. One of the things that national advertising would help would be with corporate funding being in this kind of thing that would help us do some of that profit sector fundraising.

Chairman MARTINEZ. All right. Let's see what we can do in that area, and then we'll try to get that started right away and see what happens.

I want to thank you all for coming and giving us of your time, those of you who come from so far and those of you who come from closer. It's still a great joy to have you here and provide us with this information. Thank you again.

Mr. RASMUSSEN. Thank you.

Ms. SMITH. Thank you.

Ms. MULLIGAN. Thank you.

Chairman MARTINEZ. Our next panel, Mark Freedman. While he's coming up let me introduce him. He's with Public and Private Ventures from Berkeley, California, another Californian; Maureen

Curley, director of Retired Senior Volunteers Program in New York City, Community Service Society of New York, New York, New York—too many New Yorks. It sounds like that song, you know—and Eugene Obermayer, a volunteer at the Staten Island RSVP-SERVE, Staten Island, New York; and Bonnie Graham, director of the State of Michigan Office of Services to the Aging, Lansing, Michigan. Lansing is the capital of Michigan, isn't it?

Ms. GRAHAM. Yes, it is.

Chairman MARTINEZ. Michigan, that's the Wolverines, right?

Ms. GRAHAM. Or the Spartans, depending on which university you went to.

Chairman MARTINEZ. Just a little trivia. Let's start with Mr. Obermayer because you are a constituent of Ms. Molinari.

Ms. MOLINARI. More importantly.

Chairman MARTINEZ. And she has a scheduling problem.

Ms. MOLINARI. And I have a scheduling problem.

Thank you, Mr. Chairman.

Chairman MARTINEZ. Would you like to introduce Mr. Obermayer?

Ms. MOLINARI. Well, I'd just like to again thank Mr. Obermayer for coming here. For the people in the audience, and to you, Mr. Chairman, and our colleagues, Mr. Obermayer is just a terrific example of what works in this program, not the least of which is, on a minute's notice he's willing to get on a plane to talk about his experiences and share that with the Federal Government.

So I'm very thrilled that he could come here. He's from Port Richmond, Staten Island, and he's worked with these programs, and I'm sure he's got a lot to add about why it works and how important it has been.

STATEMENTS OF EUGENE OBERMAYER, VOLUNTEER, STATEN ISLAND RSVP-SERVE, STATEN ISLAND, NEW YORK; BONNIE GRAHAM, DIRECTOR, STATE OF MICHIGAN, OFFICE OF SERVICES TO THE AGING, LANSING, MICHIGAN; MAUREEN F. CURLEY, DIRECTOR, RETIRED SENIOR VOLUNTEERS PROGRAM IN NYC, COMMUNITY SERVICE SOCIETY OF NEW YORK, NEW YORK; AND MARK FREEDMAN, PUBLIC/PRIVATE VENTURES, BERKELEY, CALIFORNIA

Mr. OBERMAYER. Good afternoon. My name is Eugene Obermayer, and I am a resident of Staten Island, New York. I am representing the Retired Senior Volunteers Program of the Community Service Society. I'd like to begin by thanking the subcommittee, and especially Congresswoman Susan Molinari, for inviting us here today.

I'm here to speak to you about the unique use of older adults through RSVP. I will also give examples of how RSVP serves the community. In 1966, the Community Service Society initiated a volunteer program for older adults on Staten Island, that was called SERVE, Serve and Enrich Retirement through Volunteer Experience.

Twenty-three retirees were trained by SERVE. Once the training was completed, they were transported weekly to Willowbrook, a home for the developmentally disabled. There they aided the staff

in caring for the residents. And as a result of their successful effort, the SERVE concept was implemented on a Federal level under the name of RSVP.

The original goals of this program still hold true today. They are to enrich the lives of older adults by providing meaningful volunteer opportunities and to assist nonprofit agencies in addressing urgent social needs. I have had direct experience with both of these goals. I was the director of a program which utilized RSVP volunteers. Since my retirement, I have been an active RSVP volunteer.

In the Staten Island program, we have approximately 1,500 volunteers who, in 1992, contributed over 270,000 hours of volunteer service at 154 active sites. Our program is a quality effort providing concrete benefits for volunteers and the community.

RSVP is successful because it does two things well. It invests the time to help volunteers identify what they can and want to do, and it also works with agencies in establishing an effective volunteer program. Volunteers are not paid a wage, but their work is not free. Time, energy, and money are needed for the development, training, and maintenance of any volunteer program.

For 12 years, I was the director of the Staten Island's CYO Senior Guild. RSVP approached me to recruit retirees to work with troubled adolescent girls who lived in a secured detention facility. At first people were leery of volunteering there, and so was I. However, through a series of discussions, a group visit to the facility, training, and continued monitoring, RSVP was able to demonstrate that this volunteer opportunity was safe. Our members were able to implement their training and continue to do so today.

Let me emphasize that this kind of volunteer assignment does not just happen. It takes time to constructively bring two different groups of people together. RSVP is firmly rooted in the community and therefore is qualified to craft ways for volunteers to address pressing social issues.

Other examples of our recent efforts are a program at the Arthur Kill Correction Facility where 10 volunteers have been placed as literacy tutors for the inmates; two after school programs at housing complexes where volunteers help children ages seven to 16 with reading and homework; a school-based project in which volunteers lead a 10-week class examining tolerance and prejudice in everyday life. This project is designed to foster respect between races, cultures, and generations.

Finally, let me tell you about my experience as a volunteer. Like many RSVP'ers, I have several weekly jobs: a math tutor at a local high school; a tax counselor for low-income elders; and I use my computer skills at the Staten Island AIDS task force. These jobs are important to me and the organizations I assist.

I have learned new skills and become sensitized to the complexities of people's lives. RSVP-SERVE is a place where I get help in figuring out where my talents are most needed and best used. I feel challenged, appreciated, and valuable.

Thank you.

[The prepared statement of Eugene Obermayer follows:]

TESTIMONY OF EUGENE J. OBERMAYER
CSS/RSVP Volunteer, Staten Island

Wednesday, March 24, 1993

Good Afternoon. My name is Eugene Obermayer and I am a resident of Staten Island, New York. I am representing the Retired Senior Volunteer Program of the Community Service Society, or "S.E.R.V.E." as it is referred to on Staten Island.

First, let me thank the subcommittee, and especially Congresswoman Susan Molinari, for inviting us to testify today. I wish to comment on the unique use of older adults in the community through RSVP.

In 1966, the Community Service Society initiated a volunteer program for older adults on Staten Island that they called S.E.R.V.E. -- Serve and Enrich Retirement through Volunteer Experience. Twenty-three retirees were trained and then transported weekly to Willowbrook, an institution for the developmentally disabled, where they worked with the residents. Five years later, the S.E.R.V.E. concept was implemented on a federal level under the name of RSVP.

The original goals of this program still hold true today. They are: 1) to enrich the lives of older adults by providing meaningful volunteer opportunities; and 2) to assist nonprofit agencies in addressing critical social needs.

I have had direct experience with both of these goals. I was the director of a program which utilized RSVP volunteers and, since my retirement, I have become an active RSVP volunteer. My comments will be restricted to the Staten Island program.

Currently, we have approximately 1,500 volunteers, who in 1992 contributed over 270,000 hours of volunteer service at 154 sites. But our program is not just about numbers -- it is a quality effort providing concrete benefits for volunteers and the community. RSVP is unique and successful because it does two things well. It invests the time to help volunteers identify what they can and want to do and also works with agencies in establishing an effective volunteer program. While volunteers may not be paid a wage, their work is not free. Time, energy and money must be put into the development, training and maintenance of any volunteer program. Let me illustrate through an example.

For 12 years, I was the director of the Staten Island CYO Senior Guild. RSVP approached me to recruit our retirees to work with troubled adolescent girls who lived in a secured detention facility. People were leery, at first, of volunteering there. I was also. However, through a series of discussions, a group visit to the home, training and continued monitoring, RSVP was able to demonstrate that this volunteer opportunity was safe and doable for my members. A group of older volunteers still visits this facility weekly, working directly with the girls.

Let me emphasize that this kind of volunteer assignment does not "just happen." It takes time to constructively bring two different groups of people together. RSVP is firmly rooted in the community and, therefore, is uniquely qualified to craft ways for volunteers to address pressing social issues. Other examples of our recent efforts are:

- a program being done in conjunction with the Arthur Kill Correctional Facility where 10 volunteers have been placed as literacy tutors for inmates
- two after-school programs at public housing complexes where volunteers help children aged 7 to 16 with reading and homework

- a school-based project in which volunteers lead a ten-week class designed to foster respect between races, cultures and generations while examining intolerance and prejudice in everyday life

These jobs are not unusual, but I am sure that they are not ones that most people think retirees would be doing. Unfortunately, stereotyping of older people and discounting what we can do as volunteers is still pervasive in this society.

Finally, let me tell you about my experience as a volunteer. Like many RSVPers, I have several weekly jobs. I am a math tutor at Port Richmond High School; I am a tax counselor for low-income elders during the four-month tax season; and since my main interest is in working with computers, I contribute 8 hours per week helping out in this area at the Staten Island AIDS Task Force. These jobs are important to me. I have learned new skills and have become sensitized to the complexities of people's lives. RSVP/SERVE is a place where I can get help in figuring out where my talents are most needed and best used. I feel challenged, appreciated and valuable.

Chairman MARTINEZ. Thank you, Mr. Obermayer.

Ms. Maureen Curley.

Ms. CURLEY. Thank you. Good afternoon. My name is Maureen Curley and I'm director of the RSVP program in New York City.

I wish to thank the members of the subcommittee for inviting me here today. Mr. Obermayer very well described one of our borough operations. I would like to give an overview of our entire program and then follow it with some of our comments on suggestions for reauthorization.

RSVP in New York City was the first in the Nation and, with 10,000 volunteers, is the largest. Last year our volunteers gave 2.5 million hours of service throughout the five boroughs. For 27 years, we've been helping older people find meaningful activity in retirement while assisting agencies to address urgent social needs by enhancing their work through effective volunteer programs.

We have learned four simple principles: one, people don't volunteer unless they're asked; two, most people have no idea what to do or what opportunities are available to them; three, volunteers will succeed only if they are managed well and appreciated; and finally, volunteers must believe in the goals of the agencies and that they are making a difference. If these principles are followed, any program imaginable will work for both the volunteer and the agency.

RSVP is enthusiastic about the national attention being given to volunteerism and community service. We feel strongly that volunteering is a lifelong commitment which should be nurtured in youth and expanded in retirement. The reauthorization of ACTION provides opportunities for creativity and coordination of our national volunteer efforts.

Our ultimate concern is that there be continuity and support of RSVP. We are also concerned that new initiatives will overshadow existing programs taking with them resources and attention. RSVP has proven to have the framework to motivate, organize and manage volunteers across the country.

So when we create new volunteer initiatives, instead of emphasizing age and putting people in little boxes, we think it would be wise to focus services across generations. Here some examples might be: to promote opportunities for RSVP programs; to develop new components where young and old actually volunteer side by side on certain projects; to recognize and employ the expertise that RSVP programs have in mastering volunteer management, something really important that every program is going to have to understand good volunteer management; and finally, to acknowledge and utilize the established and ever-growing network of nonprofit agencies which are already affiliated with RSVP.

In New York City alone, that's 600 different organizations that we already know use volunteers, need volunteers, and have good volunteer management practices. No matter what is reshaped or recreated, please do not continue isolation of RSVP within the Federal volunteer network.

My second concern is the lack of leadership and vision within the ACTION agency. This has resulted in RSVP not being promoted to the public at large as well as within the Federal Government itself. In the past 4 years, we have seen the rise of three additional Federal volunteer initiatives, the Points of Light Foundation, Commis-

sion on National Community Service, and the Administration on Aging's Eldercare Volunteer Corps.

During the same period, RSVP struggled to maintain our existing programs. We were offered only nominal resources to expand our services to volunteers and communities. For the past 12 years, the success of RSVP is more a result of local strength than national support. Although this local commitment is significant, our programs would be richer if promoted more effectively.

We could benefit from, for example, a targeted public relations campaign which would link interested older people directly with RSVP projects in their communities, sort of like an 800 number for RSVP. Another example is annual training designed to bring the projects together for exchange of information and collaboration—we have a lot to share and learn from each other—and finally, relevant research and evaluation on volunteerism. These are significant components of a national policy which would seek to complement and enhance local endeavors.

Our final suggestion is that the eligibility age for RSVP be lowered from 60 to 55. People are retiring earlier, either through personal choice or because they receive corporate incentives to do so. Volunteering can help people adjust to this new lifestyle or provide assistance in assessing options for second paid careers. To refuse RSVP services to these retirees solely because of age is counterproductive.

These are just a few of our ideas concerning reauthorization. I thank you for this opportunity and sincerely hope that the committee will continue to call upon us as legislation is introduced and moves forward.

Thank you.

[The prepared statement of Maureen Curley follows:]

STATEMENT OF MAUREEN F. CURLEY, DIRECTOR, RETIRED SENIOR VOLUNTEERS
PROGRAM OF THE COMMUNITY SERVICE SOCIETY OF NEW YORK

Good afternoon. My name is Maureen Curley and I'm Director of the RSVP program in New York City. I wish to thank the members of the subcommittee for inviting me here today. My colleague, Mr. Obermayer, will speak specifically about one of our borough operations. I will give an overview of our program, to be followed with my comments on reauthorization.

RSVP in New York City was the first in the Nation, and with 10,000 volunteers, is also the largest. For 27 years we have been helping older people find meaningful activity in retirement, while assisting agencies to address urgent social needs by enhancing their work through effective volunteer programs. We have learned four simple principles: (1) people don't volunteer unless they are asked; (2) most people have no idea what they want to do or what opportunities are available; (3) volunteers will succeed only if they are managed well and appreciated; and (4) volunteers must believe in the goals of the agency and that they are making a difference. If these principles are followed, any program imaginable will work for both the volunteer and the agency.

We are enthusiastic about the national attention being given to volunteerism and community service. We feel strongly that volunteering is a lifelong commitment which should be nurtured in youth and expanded in retirement. The reauthorization of ACTION provides opportunities for creativity and coordination of our national volunteer efforts.

Our ultimate concern is that there be continuity and support of RSVP. We are also concerned that new initiatives will overshadow existing programs, taking with them resources and attention. RSVP has proven to have the framework to motivate, organize and manage volunteers across the country. These qualities were cited in a recent study commissioned by the Carnegie Council on Adolescent Development which explored elder service and youth development in an aging society. "The strik-

ing exceptions to the infrastructure void are the OAVP programs, which have managed to survive, grow, develop diverse support and deliver volunteer services for nearly a generation."

When creating new volunteer initiatives, instead of emphasizing age let us focus on service across generations. For example—promote opportunities for RSVP programs to develop new components where young and old volunteer side by side; recognize and employ the expertise we have mastered in volunteer management and acknowledge and utilize the established and ever-growing network of nonprofit agencies which are affiliated with RSVP. In New York City alone, that includes 600 organizations. No matter what is reshaped or recreated, please do not continue the isolation of RSVP within the Federal volunteer network.

My second concern is the lack of leadership and vision within the ACTION agency. This has resulted in RSVP not being promoted to the public at large, as well as, within the Federal Government itself. In the past 4 years, we have seen the rise of three additional Federal volunteer initiatives: the Points of Light Foundation, the Commission on National and Community Service and the Administration on Aging's Eldercare Volunteer Corps. During the same period, RSVP struggled to maintain our existing programs. We were offered only nominal resources to expand our services to volunteers and communities.

For the past 12 years, the success of RSVP is more a result of local strength than national support. Although this local commitment is significant, our programs would be richer if promoted more effectively. We would benefit from: (1) a targeted public relations campaign which would link interested older people directly with RSVP projects in their communities; (2) annual training designed to bring projects together for exchange of information and collaboration; and (3) relevant research and evaluation on volunteerism. These are significant components of a national policy which would seek to complement and enhance local endeavors.

Our final suggestion is that the eligibility age for RSVP be lowered from 60 to 55. People are retiring earlier, either through personal choice or because they receive corporate incentives to do so. Volunteering can help people adjust to this new lifestyle or provide assistance in assessing options for second paid careers. To refuse RSVP's services to these retirees solely because of age is counterproductive.

These are just a few of our ideas concerning reauthorization. I thank you for this opportunity and sincerely hope that you will continue to call upon RSVP in New York as legislation is introduced and moves forward.

Chairman MARTINEZ. Thank you.

Mr. Freedman.

MR. FREEDMAN. Thank you. I want to thank you for this opportunity to testify. It's an honor. My name is Mark Freedman, and I work with Public-Private Ventures. I'm director of special projects there.

I should tell you from the outset that Public-Private Ventures is an organization that focuses on young people, and particularly the young people who are living in poverty. That's the perspective I'm coming to this hearing today.

We're an organization that's been very interested in youth service and, over the years, have not only done considerable research on youth service but have started up youth service corps around the country.

In recent years, I've worked with a grant from the Ford Foundation on a book about the mentoring movement around the country, focusing mostly on middle class, middle-aged adults who have come forward to provide nurturance and support for young people, particularly kids who are living in communities where there is considerable stress and little social support.

I've come away from that research in a dozen cities and interviewing 300 mentors, struck by the importance of the enterprise they're involved in and the support they're providing. But there are really profound limits in this movement. I think they are limits that bear on what we're talking about today.

One of the problems is a phenomenon which I call, in this book, fervor without infrastructure. There are lots of programs with lots of excitement around the country, but they end up being a lot stronger on rhetoric than on the capacity to deliver those services.

Another problem which is common is that the volunteers who come forward to work in these programs tend to be middle class professionals. There's great social distance between them and the young people who are being served in these programs.

Finally, and this is the issue I really want to emphasize, is that these programs end up running to a paradox that adults who come forward to volunteer in them do so because they recognize in our society adults are not spending enough time with kids. Kids aren't getting enough caring and support from the older generation.

But, at the same time, once these individuals sign up for the programs, they run right into that problem; they don't have enough time to volunteer. They don't have enough time to spend with their own kids. That leads me to think that there may well be some strong reasons for looking at sources of adult support for kids from other places. I think there's particularly strong reason to think we should look in a direction of older Americans.

We've heard earlier that the growing number of seniors—a recent Census Bureau report on Americans over the age of 65 laid out in great detail how rapidly the older population in the country is going to be increasing. Other studies have shown that this population is one that is not only rich in numbers but in experience as family members and community members in the workplace.

Upon retirement, which frees up an average of 25 hours a week for men, 18 hours a week for women, the two activities that are most prevalent are watching television and doing more house cleaning, which I think represents not a particularly successful use of this resource that's being freed up.

There are many other reasons as well. People who study lifelong development, developmental psychologists, have found that voluntary activities are extremely helpful for the physical and psychological well being of seniors. In particular, there is strong evidence that involvement with younger persons is one of the most beneficial forms of this volunteerism.

From a political perspective, I think we've seen around the country what happens when seniors are isolated from the younger generation, the support for community programs for public schools, so forth, erodes. In communities where there have been a lot of inter-generational programs where seniors are working with youth, we've seen the opposite happen. Miami is a good example.

For all these reasons, the idea of engaging elders in any national service plan I think makes enormous sense. In fact, as I've reviewed that literature, the people who have looked at service—one of the best books written is Richard Danzig and Peter Szanton's book, "National Service: What Would It Mean?"

It was a study founded by the Ford Foundation focused on youth service. In fact, Danzig and Szanton conclude that national service for people at or beyond retirement age actually makes the most sense of any national service.

These individuals have more to give and more to receive from this enterprise. They particularly feel that there's a great promise

in enterprises which involve seniors and youth working together, as Maureen was just talking about.

I had an opportunity earlier this year to do a study with some people from AARP. It was funded by the Carnegie Council on Adolescent Development. The purpose of this study was to try to understand what the potential of older Americans would be to foster youth development. In doing this study, we examined the rationale for elder service with kids.

I've just summarized it very quickly, but we came away feeling there was a very powerful case and expected to go out in the field and see enormous efflorescence of programs doing exactly this kind of work, especially given the support for the idea that we found.

But ultimately we were quite disappointed. When we looked at the landscape, we really discovered that most programs were small and fleeting. They involved a handful of older adults, had great difficulty recruiting older adults in this work, and, in fact, tend to come in and out of existence fairly rapidly, never getting very far along the learning curve, never really managing to sustain themselves.

That would have led us to the conclusion, I think, that this is yet another idea in policy which makes wonderful sense in the abstract, but when you actually try to translate it into practice, you don't end up coming away with much. Fortunately, we didn't come up with that conclusion. The reason is the Older American Volunteers Programs, particularly RSVP, particularly Foster Grandparents.

In this field, which was so small and fleeting, as I was describing, you have in Foster Grandparents and RSVP two programs which show that this idea can be done. There are 400,000 RSVP volunteers, 27,000 volunteers in the Foster Grandparent Program serving 77,000 kids. By contrast, I'll tell you that the Big Brothers-Big Sisters Program, which also is a one-to-one, person-to-person program serves 60,000 kids nationally. I think that's a good yardstick to understand the significance of these programs.

I think it goes further as well. Not only do these programs show that it can be done, but it shows that this can be done at great scales, they said, but also with a diverse group of older Americans, with individuals who come from the same communities as the young people who are being served. There is considerable research that shows that these people are in the best position to reach and support and nurture and socialize kids.

I think that probably the most important lesson that comes out of all of this is that public policy matters; that government can play an important enabling role with respect to volunteerism, and that really what we've seen over the last 27 years, and in the case of Foster Grandparents 25 years or so, as some of the other programs, is that an institution has been built. It's one that really is a gem, although an often unappreciated one in the context of social policy.

I think that there's great room for improvement in these programs. I would like to focus on three areas, and these pick up on points that have already been made. We called our paper the "Quiet Revolution." The reason we called it the "Quiet Revolution"

is because nobody knows about these programs. There's a real problem in terms of reputation and dissemination.

The second problem is administrative in nature. As the number of volunteers has increased in the last decade, there hasn't been a corresponding administrative support structure to do that. I think that it's evident in—another problem with these programs is that there are many more people that want to volunteer than actually have opportunities.

The waiting list in Foster Grandparents, for example, is equivalent to approximately a quarter of the size of the program. RSVP is only available in a third of the counties around the country now. There's been great—

Chairman MARTINEZ. Let me interrupt you there just for a minute because a little while back Susan asked if there were enough volunteers, the numbers of volunteers and things. It was stated that there were more clients waiting, and you're stating now that there are volunteers that are waiting to become volunteers. Is that because of the stipend or because they don't have the funds to provide the stipend?

Mr. FREEDMAN. Right. There's insufficient funds, but I would caution that in thinking about how the program could be improved, one of the things I would recommend is, as other people have, greatly expanded marketing. But that's only going to increase further the waiting list.

I would say that if you're going to do more marketing and anticipate greater numbers of volunteers, you're also going to have to have the corresponding administrative structure so that these people can volunteer responsibly.

As Mr. Obermayer said, volunteerism isn't free. In fact, it's not really even cheap, and it won't happen automatically. Unless there's that administrative structure there, we're going to run into problems.

The last recommendation I'd like to make in addition to strengthening the marketing and the infrastructure for these programs is to build into them a capacity to innovate. The needs in the country have changed so much in the past generation as these programs have been developing that it has been very—but at the same time, there hasn't really been a research and development capacity within this institution to try to adapt a lot of those needs and to understand what's working well and what's working less well and how those efforts can be approved.

There are, I think, many particularly promising areas for this kind of development which could begin with an expansion of the Programs of National Significance function which helps a little bit but only goes a small distance. I'll just quickly mention a couple of ideas that I think are really important. We talked about the partnership between Head Start and Foster Grandparents. I think a public-private partnership that could be pursued might be between Foster Grandparent or RSVP, and some of the national youth organizations, Boys and Girls Clubs, Big Brothers-Big Sisters, Girls, Inc., and the youth service corps that are around the country.

I've worked with the Los Angeles and San Francisco Conservation Corps in trying to develop opportunities for older adults to work in apprentice roles within those corps. In doing that, you

start moving towards the idea of old and young serving together as opposed to these age-segregated service entities.

One advantage of those kinds of partnerships might also be involving more men in these programs. I think there are great possibilities, but it's been underexploited to the present.

Ms. MOLINARI. All the women in the audience are shaking their heads.

Mr. FREEDMAN. So, like everybody else who has talked before me said, I would urge as the country thinks about national service, not to forget these treasures that we already have and the lessons from them for other programs as well.

[The prepared statement of Mark Freedman follows:]

TESTIMONY BY MARC FREEDMAN

There is widespread concern that young people in America today are growing up bereft of the kind of adult contact and caring required for navigating the path to adulthood. Changes in family, community and work have driven a wedge between the generations, while schools, the institutions which might compensate for the isolation of so many youth, are oftentimes themselves impersonal teaching factories. As psychologist Laurence Steinberg of Temple University observes, "Few young people in America today have even one significant, close relationship with a non-familial adult before reaching adulthood themselves."

James Coleman of the University of Chicago sees this situation producing a shortage of "social capital" available to our young, and while many researchers believe this problem is prevalent across the socio-economic spectrum, there is particular concern about its adverse affects on young people in poverty, forced to confront far greater stress than their middle-class contemporaries.

These circumstances have given rise to many volunteer efforts aimed at providing attention and support for children and youth. Many efforts, such as the mentoring movement focused on forging one-to-one relationships between adults and youth, have focused on adults in their middle years, oftentimes on middle-aged, middle-class, professionals, individuals seen as positive role models for young people in poverty.

A consistent finding of these efforts, however, is that they run into a paradox. Volunteers come forward to serve because they recognize that adults in our society aren't spending enough time with youth; however these same volunteers commonly discover that they don't have enough time to spend with kids. These are the same individuals Harvard economist Juliet Schor calls the "overworked Americans," pointing out that the average worker now puts in an estimated 164 extra hours of paid labor a year--the equivalent of an additional month of work--from two decades ago. These volunteers appear far better at signing up than at showing up.

Quite simply, in seeking to find volunteers to help stem the crisis in caregiving currently faced by our society, we need to look beyond the working population. President Clinton's national service plan recognizes this reality in targeting young people as an important potential source of altruism.

In my testimony, I'd like to argue that there is another promising source of help for our communities and its young people: older Americans. In fact, when one examines the rationale for engaging elders in national service the case is extremely compelling on several levels.

First, there are the numbers. It is no secret that the senior population is growing in this country, however, the recent U. S. Census Bureau study, "Sixty-Five Plus in America" outlines in great

detail just how dramatic this growth really is. During the past decade the elderly population increased by 22 percent; from 2010 to 2030 this cohort is expected to grow a staggering 73 percent--while the population under sixty-five decreases by 3 percent.

These figures suggest a great human resource, especially given the experience these seniors possess not only as workers but as parents and community members, yet it is a resource that remains untapped. Research conducted at the University of Maryland reveals that while retirement age frees up 25 hours a week for men and 18 for women, the majority of this free time is spent either watching television or doing housework. At the same time numerous surveys of the senior population show a group restless for greater volunteer opportunities, along with a belief that the government should do more to provide those opportunities.

While the case for engaging elders in community service, particularly service to youth, begins with the numbers, it by no means ends there. Elder service that involves intergenerational contact is important from the perspective not only of human resources, but of human development. Psychiatrist Olga Knopf describes senior volunteerism as "an exquisite form of occupational therapy," a way of breaking through the isolation and sense of uselessness that plagues so many elders and undermines their mental and physical health.

Erik Erikson observed that the principal challenge of the last stage of life is "generativity," essentially taking care "to pass on to the next generation what you've contributed to life." For Erikson this impulse comes together in the developmentally successful older adult as an appreciation of human interdependence, especially in concern about posterity. The final crisis of life, he states simply, involves accepting the notion, "I am what survives of me."

There is yet a third reason we need to pay attention to the notion of intergenerational service activities involving older Americans, that of politics. Around the country urban youth and the institutions that serve them, most notably the public schools, are finding themselves without a constituency, as fewer and fewer voting adults in the community have children in urban public schools. An important segment of this population is older adults, whose isolation from the younger generation can lead to weakened stake in the schools and other policies to benefit the young.

It is absolutely essential for these institutions to reach out and reengage seniors, and in the places where such activity has occurred, observers have noted an expanded constituency for youth. In the early 1980s, for example, Miami began aggressively pursuing elder school volunteers, building a corps of 2,500. These volunteers became the linchpin in a campaign among seniors to pass an important school bond issue. Indeed, President Clinton, writing

in a Fall 1990 article, observed a similar phenomenon in Arkansas.

Given the strong rationale for elder service focused on youth, it is not surprising that many have concluded that these efforts should be a priority in our plans for expanding national service. After reviewing a variety of service scenarios in terms of their costs, benefits, and potential for implementation, Richard Danzig and Peter Szanton conclude in their book, National Service: What Would It Mean?, that "Persons at or beyond retirement age may have more to give and more reason to benefit from national service than any other age group." Particularly promising, they argue, are service efforts bringing together elders and youth.

Others too have arrived at similar conclusions. Senator Pryor is contemplating legislation that would create a National Mentor Corps consisting of older Americans. Senator Nunn has from time to time expressed interest in a "senior corps," while writers like Sylvia Ann Hewlett have issued similar calls. Hewlett, writing in her recent book When the Bough Breaks, maintains that "tapping the energy and compassion of seniors might go some distance toward filling the enormous parenting deficit in our society."

With such a strong rationale, and interest from many prominent quarters, one would expect intergenerational elder service efforts to be flourishing around the country--to find programs setting up shop on every corner. I recently had the opportunity, along with C. Anne Harvey and Catherine Ventura-Merkle of AARP, to investigate the current state of this field. In a paper sponsored by the Carnegie Council on Adolescent Development, "The Quiet Revolution: Elder Service and Youth Development in an Aging Society," I am sad to report, we found quite the opposite. In the words of one of the experts we interviewed, support for this work "appears a mile wide--and an inch deep." Instead of a flourishing field of programs, we found one characterized primarily by small and fleeting initiatives, programs which rarely had the opportunity to become established or to serve more than a handful of elders and youth.

To be sure, our efforts turned up programs which were doing good work in an innovative fashion. However, we were struck by the profound lack of institutional infrastructure supporting these efforts and came away convinced that this was one of the strongest reasons so many efforts, despite the hard work of talented social entrepreneurs, never made it very far along the learning curve before disappearing due to lack of resources or burned-out leadership.

These observations might have tempted us to conclude that elder service efforts focused on youth are yet another appealing idea in social policy which sounds great in theory but never really translates to practice. We might well have concluded our study with that perspective were it not for the Older American Volunteer Programs. Against the backdrop of tiny, disparate, short-lived

programs described above, the OAVP efforts are substantial, sustained, and established. RSVP involves over 400,000 volunteers, many of them working with children and youth in need. Foster Grandparents engages more than 27,000 older Americans, providing person-to-person assistance to some 77,000 disadvantaged and disabled young people. By contrast, Big Brothers/Big Sisters works with 60,000 youth across the country. Both RSVP and Foster Grandparents have managed to survive and grow steadily for over a quarter century.

In stark contrast to the rest of the intergenerational field, the OAVP programs offer a set of simple, yet fundamental, lessons at a juncture when there is considerable interest in the notion of service and at a time when generational tension appears again to be on the rise.

1. It can be done: The notion of intergenerational elder service is practical. We are not stuck at the stage of trying to invent something. It's already been invented and it has also passed the test of time.

2. It can be done at scale: The numbers of elder volunteers in efforts like Foster Grandparents and RSVP show that this enterprise can be undertaken nationally and at a scale commensurate to national problems. It is interesting to note that while a great many intergenerational programs we surveyed were struggling to find volunteers, Foster Grandparents has a waiting list equivalent to a quarter the size of the program.

3. It can be done with a wide range of older volunteers: Much research on the kinds of adults best suited to help disadvantaged youth points to the efficacy of elders living in the same neighborhoods as those youth, individuals who themselves have weathered hard lives, and can use their experience as real-world teaching tools. Foster Grandparents is one of the few efforts around the country which not only seeks to engage low-income volunteers, but succeeds in doing so.

4. Public policy matters: We've recently gone through a period where government and volunteerism were often counterposed, seen as alternative, even inimical, approaches toward ameliorating social problems. In contrast, the Older American Volunteer Programs demonstrate the important enabling role government can play in stimulating volunteerism and service--and in sustaining efforts over time. This last point is critical. The role government has played here is that of institution-builder. It has taken a generation to build these institutions, slowly, piece-by-piece, across seven administrations, Democrat and Republican both. It takes time to build legitimacy.

My point here is that elder service will not happen automatically--"out of the goodness of our hearts," in Ronald Reagan's words. It

takes sturdy mechanisms to translate good will into good deeds, and the OAVP programs have provided an important step in this direction. It is for this reason that we called our paper "The Quiet Revolution."

All this said, I do not mean to suggest that these efforts are perfect or even close to it. Another reason we called our paper "The Quiet Revolution," is that these efforts remain relatively obscure to most Americans. Many of the people we talked to in communities had never heard of the Older Americans Volunteer Programs. Next to its War on Poverty cousins, such as Job Corps or Head Start, both household words, Foster Grandparents is remarkably little-known--especially given its accomplishments over the years.

But the problems of the OAVP programs exceed marketing. They are falling well short of potential on many fronts. As already mentioned, Foster Grandparents has a large waiting list consisting of individuals who want to serve at a juncture when so many important human needs remain unmet. RSVP is only available in a third of the counties around the country. Administratively these programs have suffered considerably over the past decade, as numbers of volunteers increased without corresponding management growth. There has been terrible drift at ACTION, despite rhetoric about the importance of volunteerism emanating from the White House. For these and other reasons, this reauthorization process, along with the larger reassessment of federal service institutions now underway, comes at an opportune time. There is great need to strengthen the OAVP programs and help them move closer to their considerable potential.

Before taking up some specific recommendations for improving the programs, I think it is worth stepping back for a moment and reflecting more broadly about where we need to be headed over the longer-term, about what national service for older Americans might entail. While I don't pretend to have a specific plan for this enterprise, I believe that an expanded elder service institution would operate in accordance with a set of core principals, including a commitment to:

- o Blend government action with community-based decision-making, as practiced by the OAVP programs;
- o Engage a wide range of older adults, in terms of age, ethnicity, and economic status;
- o Develop an expanded menu of volunteer positions, in more diverse settings, than currently available;

- o Make service opportunities available to older adults in every county and community around the country;
- o Include serious research on exemplary program efforts around the country and wide dissemination of these findings;
- o Make a priority commitment to intergenerational projects, especially those responding to unmet needs of American youth--particularly young people growing up in poverty.

These principles should inform any future policy action designed to strengthen--to better "enable"--both community-based and government efforts aimed at improving and expanding elder service. The reauthorization of the OAVP programs, while just one step in this longer-term process, can take us closer to the ideal of elder service.

In particular, I'd like to emphasize three measures for now.

The first is the need to more effectively market the OAVP programs. Americans need to know more about these efforts, the opportunities present in them and their accomplishments over the years. The "revolution" needs to be less quiet. Funds should be allocated to provide much more dissemination and publicity.

The second recommendation is to fortify the infrastructure of the OAVP programs, to better ensure high quality work in the field, improve communications and support between ACTION and local efforts, and support heightened interest in the program likely to result from increased marketing. Along with the first recommendation, these measures would help the OAVP programs to get both bigger and better.

The third recommendation I'd like to stress, and describe in greater detail, is the need to build a research and demonstration capacity into the Older American Volunteer programs. The issues facing communities, programs, and volunteers has changed a great deal since the inception of programs like Foster Grandparents and RSVP, and while these efforts have adapted some over the years, this process must be accelerated and enhanced. A greatly increased capacity to test out new projects and structures is necessary for ensuring the ability of the OAVP efforts to remain vital into the next century.

I'd like to suggest a set of areas which seem particularly promising:

- o Over the years, many of the prominent youth

organizations--Big Brothers/Big Sisters, Girls, Inc., Boys and girls Clubs, Camp Fire, and 4H have experimented with involving older adults. A systematic demonstration pairing Foster Grandparents or RSVP and one of these groups might be extremely fruitful and form a natural basis for replication if proven successful.

- o Youth service corps exist in many cities around the country. Many of these corps have expressed interest in engaging older volunteers to work alongside youth, train them in apprenticeship functions, teach parenting skills and perform a variety of other critical functions. These efforts provide an outstanding opportunity for partnership with OAVP programs.
- o Ideas like the last one provide a chance to begin addressing a big gap in programs like Foster Grandparents: the need to involve more older men. Recent ethnographic research, including the work of Professor Elijah Anderson of the University of Pennsylvania, suggests the presence of many natural mentors in low-income communities, the individuals who took an active role in socializing and nurturing young men in previous generations. However these elders have been cut off from contact with youth. The OAVP programs, adapted to better recruit and deploy low-income older men, might serve as a conduit for reconnecting these individuals with youth in need of this type of contact.
- o One of the most important features of the youth corps is the affiliation they provide for youth, the interaction and the sense of mission that comes with being part of a corps. The OAVP programs might themselves try out more of a corps structure at the local level, adapting so that there were more opportunities for building a sense of group identity among the volunteers.

These ideas are not meant to be exhaustive but rather to suggest some of the different directions that might be tested out through an expanded demonstration capacity. Whatever new partnerships or structures are attempted, a sturdy research component should be included capable of discerning not only what does and doesn't work, but how these undertakings could be improved.

To be sure, these recommendations will all cost money to implement responsibly. If there is one lesson emerging from the experience of voluntary initiatives over the past decade, it is that they are not free, or even cheap for that matter. Yet I feel certain, based on my own investigations and on a review of the research literature, that additional expense is justified in terms of benefits to participating elders and youth.

However, while I don't want to minimize these potential benefits to individuals, I am convinced that something even more fundamental is at stake. As James Fallows has observed, "People don't live in markets, they live in societies." The survival of these societies, and of the social fabric that binds them together, is ultimately dependent upon people--of different classes, from different ethnic groups, in different generations--recognizing their dependence upon one another. Elder service efforts connecting older adults and youth--most notably Foster Grandparents and RSVP--contain the potential to bring individuals together in a way that helps them recognize and appreciate these essential ties.

As such, these efforts can help to preserve, perhaps resuscitate, what the 19th century Scottish philosopher Adam Ferguson called "the gift of society." Performed at scale, built on sturdy institutional foundations, elder service might actually help move us toward a society that is not only more pleasant to live in, but capable of reproducing itself over time. For it is only through growing up in such richly textured contexts that young people can come to appreciate "the gift of society," and understand their duty to pass it on.

Chairman MARTINEZ. Thank you, Mr. Freedman. I think one of the things when we talk about national services, we're going to have to very clearly define, the kind of national service that the President most often speaks about and that is involving young people in community service in return for credit for college.

That is a different kind of thing than what we're talking about. In some ways, it might be integrated, but I'm not sure how right now. I think that we very clearly have to make that distinction as we move towards reauthorization.

Ms. Graham.

Ms GRAHAM. Mr. Chairman, distinguished members of the committee, I'm very honored and grateful to have the opportunity to appear here today. My name is Bonnie Graham, and I am the Older Volunteers Program Specialist for the State Office on Aging in Michigan.

Let me first begin by thanking this committee and Congress for making Federal funding available in the last 3 years, for the stipend increases of the non-ACTION funded Foster Grandparents and Senior Companions in this country.

Our special thanks to Michigan Congressmen William Ford, Dale Kildee, and Paul Henry for their generous support on behalf of our 1,500 Foster Grandparents and Senior Companions in Michigan. We look forward to working with you and Michigan's newest member of the House Education and Labor Committee, Congressman Peter Hoekstra, to strengthen and expand the Older American Volunteers Programs.

Like most of the others today, I've submitted full written testimony, but I did want to take this opportunity to address two issues: one, the role of States in the administration of the Older American Volunteers Programs, and then the proposed consolidation of volunteer initiatives at the Federal level.

The State of Michigan recognizes the value of the contributions made by our older volunteers and demonstrates their respect for these older volunteers by allocating \$3.75 million every year for the Older American Volunteers Programs. Because of this State funding, twice the number of Foster Grandparent, Senior Companion, and retired senior volunteers are serving in local communities, and 29 more Michigan counties benefit from these programs than would be possible if only ACTION funds were available in our State.

Although we have contributed a substantial amount of State funding for 17 years, our relationship with ACTION at the national level at best can be said to be difficult. National statistics are inflated with the number of non-ACTION volunteers. State funded or non-ACTION projects are prohibited from applying for Federal funds.

Inflexible budgeting policies keep Federal costs artificially low, while non-ACTION funding source pay a disproportion of a project's administrative costs to keep it viable. It has been suggested that States like Michigan will reduce support if Federal funding is provided to State-funded OAVP projects.

In Michigan, 80 percent of all State RSVP and 34 percent of all State FGP-SCP funding is awarded to ACTION-funded projects. If we wanted to withdraw support, we would simply reduce the

amount of State funding in ACTION projects to cover our stipend increases in our State-funded programs.

In some ways, it would be the easy thing to do, but we can see no justification for jeopardizing the very survival of any of our OAVP projects. This is not a matter of yours and mine but of ours. We can understand the fear associated with providing Federal funding to State-funded projects on a permanent basis. Where else could the Federal Government purchase an hour of service by these wonderful volunteers for 25 cents?

Certainly, the source of funds is insignificant to the people who serve, who want to serve, or are served for the Older American Volunteers Programs. If you want more States involved in these programs, a firm commitment must be made to the premise that we are stronger together than apart. Trust and reasonableness must replace suspicion and autocratic thinking.

Recognition of existing partnerships and of the non-ACTION projects as full and equal members of the OAVP family with the right to apply for and receive Federal funding is essential. We also ask that you proceed with caution in an effort to consolidate existing Federal volunteer initiatives under one administrative entity.

Serious consideration must be given to any decision which may have a negative impact on existing OAVP partnerships and the very programs we want to protect. These programs have been first and foremost programs for older adults. Service provided are of secondary importance.

They provide the mechanism to reintegrate our older citizens back into the mainstream of community life. Positive attitudes, higher self-esteem and better health are benefits for those who serve. We are concerned that the value of these benefits and the importance of this group's contributions will be diffused in any initiative that has service as its primary goal.

We believe there is value in administrative structure which advocates for and protects its constituency from exploitation. The ACTION office in our State has been a member of the Michigan OAVP family for 17 years. The projects are stronger because of our work together as two equal but distinct funding entities who serve as both advocates and watchdogs over the programs.

It is not the structure of the ACTION bureaucracy that is problematic. It is the lack of vision, direction, and advocacy of the Agency's leadership. Regardless of what agency administers the Older American Volunteers Programs, it must seek to develop new partnerships with other Federal and State agencies so the programs are promoted as the cost effective exciting volunteer models they are.

They must take the lead in working with the Executive Branch and Congress to ensure that projects have adequate funding. Most of all strong leadership and enthusiastic cheerleaders are needed at the Federal level to support and advocate for the OAVPs and the older volunteers who serve in them.

Thank you, and I would be happy to answer any questions.

[The prepared statement of Bonnie Graham follows:]

STATEMENT OF BONNIE RUSSELL GRAHAM, MICHIGAN STATE OFFICE OF SERVICES TO
THE AGING

Let me begin by thanking this committee and Congress for making Federal funding available to cover the stipend increases of the more than 4,750 older persons who serve as non-ACTION foster grandparents and senior companions in this country. Our special thanks to Congressman William Ford and Congressman Dale Kildee for their support and assistance on behalf of Michigan's 1,500 foster grandparents and senior companions. Your recognition of the contributions made by non-ACTION volunteers and their place in the OAVP family has been most encouraging and much appreciated.

Webster defines "partner" as one or more persons or groups engaged in the same business enterprise and sharing its profits and risks. We believe this definition is not consistent with how Federal/State partnerships have been viewed within the Older American Volunteers Programs [OAVP], not just in the past 4 years, but in our 17-year history of working with ACTION.

Since 1976, the State of Michigan has been a partner with ACTION, our local projects and older volunteers in the provision of foster grandparents [FGP], senior companion [SCP] and retired senior volunteer [RSVP] services. We believe that Michigan represents what is possible when people share common goals and partnerships are created for the purpose of supporting the Older American Volunteers Programs. What started as a \$76,000 State allocation in 1976 has grown to more than \$3,750,000 in 1993. Because of State funding, twice the number of OAVP volunteers are putting their talents and skills to work in the community and 15 State-funded OAVP projects serve 29 more Michigan counties than would be possible if only ACTION funds were available in our State.

We have not invested in the OAVPs to be nice, but because they make sense. There is increasing evidence that senior companion services substantially lower medicaid costs for community-based long-term care. Our foster grandparents help keep young moms in school and their children healthy. RSVP volunteers teach adults the literacy skills they need to find or keep a job. Most of all, the OAVPs recognize that the majority of older people in this country are healthy, active and want to be involved in addressing the needs of their communities.

The perception seems to exist that ACTION and non-ACTION volunteers can be neatly categorized by funding source. In Michigan, 80 percent of all State RSVP funding is allocated to ACTION-funded RSVPs while 34 percent of all State FGP/SCP funding is awarded to projects receiving Federal funding. Most RSVP volunteers receive transportation assistance through State funding. State and federally supported foster grandparents work side by side in the same school. A Michigan senior companion may serve a Federal client on Monday and State client on Tuesday. We can't understand the fear associated with non-ACTION OAVP projects receiving Federal funding on a continuation basis.

In many respects, it seems the Federal Government has shared in the profits of existing OAVP Federal/State partnerships, but has not accepted any of the risks. While statistics are inflated with the numbers of non-ACTION volunteers and the services they provide, decisions are made in Washington by people we suspect have never discussed what the program means to an older person living on SSI, visited the roach-infested home of a client served by that volunteer or worked with project staff as they struggle to raise more money each year to keep the project running AND pay the project's share of sponsor administrative costs.

Narrowly interpreted policy decisions which penalize and exclude non-ACTION OAVP projects from applying for Federal funds are interspersed with praise for the contributions made by non-ACTION volunteers. Inadequate cost of living increases and inflexible budgeting policies keep Federal costs artificially low, while non-ACTION funding sources pay a disproportionate share of a project's administrative costs. Although non-ACTION projects and volunteers comply to all Federal policies, they are often excluded from ACTION conferences.

Our motives for supporting the OAVPs have been challenged with the suggestion that States, like Michigan, will withdraw support if Federal funding is provided to non-ACTION OAVP projects. Michigan has never asked the Federal Government to replace lost State funding for the OAVPs in even the bleakest of economic times. We have only asked for support when needed to comply with the stipend increases mandated by Federal law. Where else could the Federal Government receive an hour of service for \$2.25?

If Michigan wanted to withdraw its support from the OAVPs, we would simply reduce the amount of State support in our ACTION-funded projects to cover the stipend increases in our State-funded OAVPs. However, we can see no justification for

acting in a way which violates every aspect of how we operate the OAVPs in Michigan and jeopardizes the very survival of our ACTION-funded projects. It is not a matter of "yours" and "mine," but of "ours." Certainly, "the source of funds" is insignificant to people who serve, want to serve or are served within the OAVP projects.

If the development of OAVP partnerships is to be encouraged, a commitment must be made first to the premise that we are stronger together than apart. Trust and reasonableness must replace suspicion and autocratic thinking. Recognition of the partnerships which exist and of the non-ACTION projects as full, equal members of the OAVP family, with the right to apply for and receive Federal funding, is essential.

It is our understanding that efforts are underway to consolidate existing volunteer initiatives at the Federal level under one administrative entity, channeled through a block grant to the States. As a State Unit on Aging, we are supportive of increased State involvement in any initiative which directly affects our citizens. However, we ask that you exercise caution when making these decisions and give serious consideration to how such decisions could affect existing OAVP partnerships and the very programs we want to protect.

The OAVPs have been first and foremost programs for older adults; the services provided are of secondary importance. In Michigan, the OAVPs provide the mechanism to reintegrate our older citizens into the mainstream of community life. Positive attitudes, higher self-esteem and better health are benefits for those who serve. We are concerned that the value of these benefits and the importance of this group's contributions will be diffused in any initiative that has "service" as its primary goal. Just as the OAVP models insure that the needs of both the older volunteers and clients served are represented, there is value in an administrative structure which advocates for and protects its constituency from exploitation.

The Michigan Community Service Commission is the newest member of our volunteer community and has worked with us to involve older volunteers at every level of the national community service movement. We are excited about the opportunity of working with them and the possibilities which exist for new volunteer initiatives between the young and old of this State. However, the ACTION office in our State has been a member of the Michigan OAVP family for 17 years. The leadership provided by this office has been key to the success of our OAVPs. The projects are stronger because of our work together as two equal, but distinct funding entities who serve as both advocates and watchdogs over the programs. It is not the structure of the ACTION bureaucracy that has been problematic, it is the lack of vision, direction and advocacy of the agency's leadership.

Regardless of what agency administers the Older American Volunteers Programs, strong leadership and enthusiastic "cheerleaders" are needed at the Federal level to support and advocate for these programs and the older volunteers who serve in them. The administering agency must seek to form partnerships with other Federal agencies so that new opportunities for volunteer service are created and the OAVPs are promoted as the cost effective, exciting volunteer models they are. It must take the lead in advocating with the Executive Branch and Congress for adequate funding of the OAVPs with priority given to adequately funding existing programs before new initiatives or programs are implemented.

Recommendations for specific changes in the Domestic Volunteer Services Act follows:

1. Expand eligibility for PNS Grant awards to all projects, not withstanding ACTION's resource allocation formula, including Non-ACTION projects.

The 1989 Amendments to the Domestic Volunteer Services Act included the creation of Programs of National Significance [PNS] which addresses identified social issues through the Older American Volunteers Programs. The intent of Congress concerning these programs seems clear: that new programs not be created for the purpose of carrying out these specific volunteer activities. However, this section had been interpreted in a way which only permits ACTION-funded OAVPs to apply for PNS grants and denies non-ACTION OAVPs the opportunity to compete for this Federal funding. Clarification is needed to extend grant eligibility to non-ACTION projects which operate under an agreement with ACTION.

2. Expand PNS categories to include such areas as the environment, ethnic outreach, criminal justice activities, the homeless and apprenticeship programs involving older volunteers with young people. We also recommend that an "open class" be established as a PNS category so projects can pursue new and non-traditional service areas.

Programs of National Significance have been the only avenue for ACTION-funded OAVPs to expand services and obtain additional Federal funding. It has also been an effective means to highlight what is possible via the OAVP models.

3. Regular and automatic cost of living increases for the OAVP projects should be provided. When new funds are available, prior to funding new projects, cost of living adjustments must first be allocated to existing projects.

For several years the focus of many OAVP sponsors/staff has not been on project growth, but on project survival. Economic increases have been totally insufficient when compared to rising project costs. The average Federal RSVP grant barely pays the salary and fringe benefits of a qualified director. OAVP sponsors can no longer afford to absorb OAVP operating costs not covered by the project budget and are relinquishing sponsorship more than at any other point in the recent past. The expectation seems to exist that OAVPs raise local funds far in excess of the required match to maintain and expand services.

4. A one-time stipend increase for Foster Grandparent and Senior Companion Volunteers with coverage of non-ACTION funded volunteers.

The Domestic Volunteer Services Act of 1973, amended 1989, authorized a \$.30 per hour stipend increase for foster grandparent and senior companion volunteers. Funding for the stipend increases was requested on an incremental basis over a 3-year period. As a result, OAVPs were expected to seek additional funding for the increases each year, as opposed to requesting the total amount of funding on a one-time basis.

The language of the Domestic Volunteer Services Act of 1973 as amended in 1989, suggests the stipend level cannot be increased to the authorized levels unless sufficient funding is available to maintain the same number of volunteers who participated in the programs the previous year. We support this language, but ask that it be strengthened to insure that the number of non-ACTION volunteers are considered in the decision to raise the stipend level. If stipend increases are authorized, coverage must be provided to non-ACTION volunteers.

5. An increase in the current \$250,000 Public Relations floor.

A professional, highly visible marketing strategy needs to be developed for each OAVP. The marketing campaign should focus on the value and cost effectiveness of the OAVPs as a good investment for potential funding sources.

6. Addition of new provisions to support Foster Grandparent Program tie-in with Head Start and Senior Companion Program tie-in with the medicaid community-based care waiver program.

The Federal administering agency must take the lead in forming partnerships with other Federal agencies to encourage cooperation, create opportunities for new volunteer service projects, generate financial resources and promote the OAVPs as cost effective, exciting volunteer models.

7. A lowering of the age eligibility for participation in the OAVP projects from 60 to 55 years of age.

The possibilities and options for using OAVP volunteers to serve our communities are endless. However, extensive waiting lists for foster grandparents and senior companions, as well as the people who need their services, exists in every service area. Local RSVP projects cannot actively recruit new volunteers or take on new service initiatives because the resources are not there to adequately support more volunteers. We cannot support a change in the Act which would increase the number of potential volunteers when we cannot serve those who are currently eligible for program participation.

Chairman MARTINEZ. Thank you.

Let's start with almost the last statement that you made because more than one of you have made that statement, the lack of vision, direction and advocacy of the Agency's leadership. How can we better understand that and help us better understand that?

We talked a little bit back about the lack of the national promotion of the organization by not really doing what we could do, which really doesn't cost a lot, community service announcements, national television stations, CNN, ABC, CBS, and NBC, are all required to make—would be a great place to start that same kind of

recognition for these programs as is for the ones that were made on Head Start and Smokey the Bear, et cetera, et cetera.

Is that kind of what you're talking about? Is there, within the programs themselves, the kinds of direction that they give to the local grassroots people?

Ms. GRAHAM. I share Mark's concern about public marketing. I view marketing in a little bit different way. Our programs in Michigan have huge waiting lists. RSVP, because of not having enough financial resources, are no longer in a position to actively recruit.

They can take people as they walk in and express a desire to volunteer, but they are afraid of promoting their programs too much for fear that they can't adequately support them if they come in the door. That's a real double-edged sword.

In terms of what we feel needs to happen marketing-wise, we want a very directed approach to fundraising so that the national leadership here in Washington is working to develop those partnerships so that funding from other people who have always used our volunteers to enhance services to their constituencies can start supporting them financially.

More partnerships, that's good for everybody for those interagency agreements to be developed. They need to be promoted as cost effective ways of doing things, but they also need to be supported adequately financially in order to do that so that we don't destroy what we've created in terms of these cost effective models. That, I think, is where we are at now because we have kept asking these people to do more with less.

Chairman MARTINEZ. Yes. It's kind of like what comes first, the horse or the cart.

Ms. GRAHAM. Right.

Chairman MARTINEZ. If we at a national level, and if the Agency at a national level did promote these programs, you might get a little dislocation in that you're going to get a lot of people coming in and you need to have slots for them to volunteer.

But, by the same token, that national attention to this and the idea of the program are going to be able to make it easier for you to go to corporate people and ask for contributions. Since it's a nationally supported program with national ID, something that they can get recognition of.

There's certainly not a lot of benevolence out there on the part of major corporations, but I've found that, let's say, when you try to get them to donate to something that doesn't have that large a public image, they're very reluctant to do it. They want to demonstrate that benevolence on those organizations that have great public image.

Let me give you an example. I remember when I was involved in the Boys and Girls Club program in Monterey Park, a small community of 50,000 people. The Boys and Girls Club there, even in the local community, hadn't really been embraced by the local community. There were the old tunnel-vision, narrow-minded citizens from that community.

I might describe this to you. The largest Klu Klux Klan rally ever held west of the Mississippi was held on the corner of Atlantic and Garvey, the center of Monterey Park. Granted, that was back

in the 1930s, but a lot of that kind of thing has still existed into the 1970s when we tried to promote the Boys and Girls Club there.

If I hadn't talked the Rotary Club into taking it on as their community service project, we wouldn't have ever had it. But the idea was it didn't create that big an image. I tried to get people like AT&T and some of the other—and I won't mention all of the organizations—and there was no response at all.

Somehow, through a lot of struggle and a lot of efforts on a lot of individuals in the community, we finally got the community to embrace it. We finally got them to start a building fund which then caused them to be able to build their own building.

A site was donated. The first part of the site was donated by an old association, the Danish Brotherhood to be exact. And the other part of it, then, not to look bad, I was able to talk the City Fathers into contributing the other part of it. So now we had a site. Now we have a building fund. Now we have a building, a brand new building, the "Boys and Girls Club of Monterey Park" up on top, great new image.

You would be surprised how much easier it was because now they associate this thing with the national organization Boys and Girls Club of America, "of America." Before it was Boys and Girls Club of Monterey Park. It always was Boys and Girls Club of America. But to them in their minds—

So, I don't know. Maybe it's a little dangerous to say trying to create a national image for this program because you're going to get inundated with a lot of people. So there's going to be a lot of expansion and contraction that's hard to handle to begin with. But I think if we can start it, eventually what happens is that the major corporations start getting interested in being a part of this growing movement of utilizing our human resources.

The one thing we have to concentrate on is, it's not just a cost. I mean, it's not just—the word I'm looking for is expenditure. It's an investment. We talked about that earlier. If you look at the kinds of leverage that this money creates, someone here mentioned \$26 billion on a \$26 million investment, that's leverage and that's eventually what can come about.

So I guess what I'm saying is that I understand that there might be some hardship and you're concerned about what happens in the beginning when you get this flood of people coming in from that national exposure. But wouldn't it be better in the long run?

Ms. GRAHAM. I think it would be wonderful. I would love to go home tonight and see Foster Grandparent and Senior Companions and Retired Senior Volunteers on my TV on CBS. I just think we need to be very directed in how we do that so that we don't have posters hanging up which means nothing to a person unless they know about the program or they have the opportunity to learn about the program, or a brochure that gets stuck into a drawer once you come home, just to be very targeted in our approach of what we want to accomplish through any public relations campaign or marketing strategy for these programs, and to think very carefully about that first.

Chairman MARTINEZ. Yes. I think there are some other things that have to happen, too. The linkages between providing the services for the Boys and Girls Clubs and the different organizations

like that because I think there really is a need for them and a great utilization of that resource.

I don't want to get into a lot of that because I'd like to recognize Mr. Baesler.

Mr. BAESLER. Thank you, Mr. Chairman. I happen to agree with you a little bit. What I heard you saying, Mr. Freedman, was that some people feel that the lack of imagination has more to do with it than with advertising. It has to do with being able to fully develop the program to meet not only the current needs but future needs.

You cited in your remarks that in the last several years you had three new kids on the block that had gone up and gotten all the attention and sort of overlooked the ones that had been doing the job.

My question to you would be about the examples that you put towards the end about some different types. Now is a good time to look at the programs, how they are functioning and what they can do, particularly in light of the conversation about community service.

I gather from all three of you that the complaint you have with ACTION is the fact it has not been an innovator. I don't know a thing about them. I'm just going on what you told me.

It has not been a innovator, more an organization that just wants to keep the status quo going and not cause any ruffles in the water because they might lose something. And even in the element of advertising, it hasn't let people in the country know how much you do.

I agree with you, Ms. Graham, in saying don't advertise something you can't deliver. What I would be interested in as we go through all this is some ideas on how you could enhance those programs which you now serve. You've got a corps service and RSVP. How can we enhance those services before we start advertising it?

I know in my community we've got all the volunteers we could use at the present time. The biggest problem with volunteers is if they come and get disgruntled because they're not being used, they go back home wondering why did I ever go in the first place.

So I'd be very interested to hear new ideas about how you can enhance services. I understand we're going to talk to ACTION, too, about how they can be more proactive.

I feel very strongly that more can be done on a local level than on a national level. I think the innovative programs come from the local level far more than they come from the national. I'd be interested in hearing how you think we can get the seniors involved.

I liked your comment about trying to get involved with Big Brothers-Big Sisters and use that as part of the hook to get national companies, as the Chairman was talking about, involved. I would be interested in specific new ideas. Here's what we do in Michigan. Here's what we do in California. Here's what we do in Florida. We could do this if we had this. If we had a little help in our programs, it would allow us to do even more.

In my area, the biggest interest we have is a place where consolidated service can be delivered from, whether it's a building or a facility or whatever. I subscribe very strongly to the theory that

you don't give everything to a group of people. You say I'll give you X if you'll do X, Y, and Z.

So I like the matching type component a great deal on funding and whatever. I mean, I'm very familiar with these programs, having dealt with them for 11 or 12 years locally. I like what you said and I'm looking forward to working with you.

I think now is the time, Mr. Chairman. I understand we're getting ready to reauthorize these programs?

Chairman MARTINEZ. Absolutely.

Mr. BAESLER. I would appreciate new ideas. I would be very interested in trying to not just restamp something because it's been fairly successful, but to add ideas that will look to the next 10 years rather than the past 10 years.

Mr. FREEDMAN. One thing in response is that I think even without much financial support from the Federal level for innovation, there is still programs that have managed to do that despite the odds over the past decade. I had the opportunity to visit a program in Portland, Maine, where Foster Grandparents were working with teenage mothers and providing support in their parenting.

It was a great program to see because the focus of the relationship between the young mother and the Foster Grandparents was on a mutual concern about the baby. It was a great way for a relationship to develop. These older women in many cases had raised kids on their own also and had gone through that experience. It gave them natural credibility with the young mothers.

Even as we look at the existing programs, there are many good ideas that are out there that are often on a very small scale and there's no research on them usually. But I think there are a lot of good ideas in the field.

Mr. BAESLER. I think those new ideas should be on the table. I don't think we're going to have a better chance to make sure this program addresses the needs for the future, not just the needs of the past.

The Chairman is talking about a lot of things, and Democrats and Republicans are ready to do something. I think with all the interest on the senior programs and youth programs, they fit just like a glove together.

I think we would be remiss if we didn't put it together in this reauthorization this time because we won't have a better time than we do right now.

Ms. GRAHAM. I would just like to add the State of Michigan would be very happy to work with you in any way to do that.

Mr. BAESLER. The State of Michigan is well represented on this committee.

Chairman MARTINEZ. The Chairman and one of our ranking members. You mentioned both of them today.

Ms. CURLEY. I was just going to comment that, in fact, I agree with a lot they say. The local component of this program is what makes it work. What works for New York City, we have an entire division for AIDS, for example, which obviously in some areas may not be appropriate.

I think that's what's so rich and wonderful about this program. When I speak about lack of direction and inspiration and whatever, I mean it as simply as somehow communicating amongst all the

programs as to what other people are doing. I mean, that is a very simple thing that I think has not been done sufficiently.

We have not had a group training. I can speak only for Region 2 which is primarily who I'm dealing with, and I don't know very much about the Washington staff. We have not met together as a group in New York and New Jersey for over 2 years. That means we don't know what each other does. We already are dealing with such small staff and such huge problems that that's what I'm calling leadership, bringing people to the table so we can exchange.

What I think is on the flip side of that is when something becomes institutionalized, when—for example, an ACTION regulation recently was 10 percent of our volunteers had to work in our substance abuse prevention. Now, that may be very good in some areas; in other areas not. That's 1,000 of my volunteers they wanted to work on substance abuse. We have 647 in substance abuse prevention, which I happen to think is pretty exciting.

But, you know, instead of worrying about little regulations like that, if I can be just totally down to earth and honest, I mean I would really like to see someone say hey, you think that's a problem in New York City. Let's see how we can deal with it. Somebody else in another area is going to have a totally different problem.

Try to share the resources and be the carrier to bring that information and the ways of what is successful and what isn't instead of just doing paperwork, to be quite honest. That's what we end up doing and not getting the kind of support that I think we need.

Mr. BAESLER. I think a point you made on page 2 about the training was very good. I think it's an opportunity to demonstrate that in Washington that we get calls on more things than Social Security by people who are over 60.

Chairman MARTINEZ. Very good. Thank you, Mr. Baesler.

Let me just say for my colleague's benefit that he's absolutely right. We authorize this as we did the Older Americans Act. We're going to travel around the country getting testimony from everybody and trying to include as much of that as we can in the reauthorization, especially the ideas of making the linkages and talking about what you're talking about, providing some system for a network of communication because we found that's needed in a lot of areas in the Federal agencies.

It seems that sometimes they don't realize that a lot of times they can provide a technical assistance to some particular group from things they've learned from another group that can only be done that way. It is the only constant communication between those that are funded and the agencies—or that provide the funding.

I'd like to make two announcements. One is this report that you've provided for us, if there's no objection, I'd like to include it in the record.

[The report follows:]

THE QUIET REVOLUTION:

ELDER SERVICE AND YOUTH DEVELOPMENT IN AN AGING SOCIETY

A Paper Prepared for
The Task Force on Youth Development and Community Programs
of
The Carnegie Council on Adolescent Development

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To whatever abyss ultimate concerns may lead individual men, man as a psychosocial creature will face, toward the end of his life, a new edition of an identity crisis which we may state in the words, "I am what survives of me."

Erik Erikson, 1968

The problem is not so much that Americans are selfish, but rather that the cultural resources we have limit our own better impulses.

Robert Bellah, 1991

Older adults want to help. What they need are sturdy mechanisms that will enable them to do so.

Arthur Flemming, 1991

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I. INTRODUCTION

In 1985, Americans began hearing about a new generational conflict. A series of articles raised the spectre of "Greedy Geezers" engaged in "Taking America to the Cleaners"--depriving America's children and youth--of their fair share in a policy process dominated by elder interests.¹

A principal contention among those leveling charges of generational inequity is that too many societal resources are being directed to the elderly because, unlike children, they vote. Proponents of this position point out that, of the roughly \$500 billion in American social welfare expenditures, \$388 billion is allocated for Social Security and Medicare alone.²

This argument then goes further, to charge that the elderly as a group don't much care about our children, their education, or the future. A recent New York Times article, illustrating this perspective, quotes a school superintendent in suburban Phoenix who complains that the elderly "can generate 3,000 to 5,000 votes for any [education] issue that comes up, and these votes come in at least 90 percent no." The article also quotes a superintendent in New Jersey who said flatly: "The elderly consistently defeat the budget."³

Although the generational inequity argument has generated dramatic headlines, and produced a few organizations like the Association of Boomers and Americans for Generational Equity (AGE), this attack has neither stood up to close scrutiny nor served to move policy debate in constructive directions. Indeed, it has functioned mostly to distract attention away from other, more telling sources of inequality in our society.

The image of a wealthy and selfish cohort of elders obscures the reality of a diverse aging population, a fifth of which is living on annual incomes under \$10,000 a year, and whose voting patterns are far more conditioned on issues of class, party affiliation and geographic location than on age. As Harvard political scientist Hugh Heclo points out: "The elderly don't vote as a bloc any more than any other group."⁴

The inequity argument blinds us further to the far more fundamental imbalance in our society between rich and poor of all ages. The main reason that so many children are doing poorly these days, argues Andrew Cherlin of Johns Hopkins, is growing income inequality: "The rich are getting richer and the poor poorer. And the poor tend to have more children than the rich. That's certainly one big reason why children are doing worse."⁵ The inequity argument similarly hides a growing pattern of retreat by the "haves" from this country's urban centers, a pattern that is prevalent across the age spectrum and that disproportionately injures young people in poverty.

Finally, the generational inequity position assumes that social service spending cannot be increased--an assumption that accepts its overall underfunding, and implies that the only way to reduce the poverty of children is to increase it among the elderly. Boston College sociologists Eric Kingson and John Williamson ask: "would it achieve social justice if the equalization merely increased old-age poverty to the level of children today?" Kingson and Williamson go on to wonder whether the attack on elder entitlements doesn't just contribute--wittingly or unwittingly--to a broader assault on social welfare spending for persons of all ages.⁶

In sharp contrast to the contentions of the generational inequity camp, survey results have revealed far more evidence of generational interdependence than of intergenerational conflict. A survey by Daniel Yankelovich found that "Most Americans are convinced that a blend of the energy of youth and the experience of older people is required to solve the country's problems." The Yankelovich survey disclosed that two in three Americans feel strongly that the older generation can continue to make an important contribution and that there are no signs of waning support for programs targeting the elderly; these findings were "as true for young adults (21-29) as for any other age group."⁷

This vision of our society challenges a conflict-oriented model of generational relations with one based on mutual interest and concern; it generates the basic insight that elders and youth, despite outward appearances, confront many similar circumstances. Although these groups exist on opposite ends of the lifespan, Gray Panther founder Maggie Kuhn points out that both age groups are marginalized in our society, seen as dependent, not taken seriously. Both have limited incomes; often find themselves in conflict with the middle generation; and encounter labor-market related transitions, difficulties and discrimination. Furthermore, adolescents and elders each experience significant physiological changes, and both are often involved with narcotics, although "faced with different drugs and different pushers." Kuhn adds that both groups--as a function of their marginal position in society--are in a particularly good spot to contribute to constructive social change.⁸

Kuhn's *aperçus* about the parallels of being old and young in contemporary America are themselves paralleled by a wide set of shared policy concerns for these generations. Marion Wright Edelman of the Children's Defense Fund declares:

Children and older Americans...share the interest of assuring the strength and quality and adequate funding of government programs that benefit both groups....The examples are legion. Both groups make extensive use of the Dependent Care Tax Credit; the Medicaid Program;

the Title XX Social Services Block Grant; the SSI program to name a few.

Edelman goes on to point out that even programs we are accustomed to thinking of as benefitting one group, such as Social Security, in fact help more than three million children and youth whose parents are retired, disabled, or deceased.⁹

The common stake identified by Kuhn and Edelman forms the backdrop for this paper about a tangible example of the interdependence of the generations: the opportunity that comes from bringing elders and youth together, face to face, in intergenerational service programs designed for mutual benefit.

Because the mandate of this paper is to explore the potential contributions of older adults to adolescent development, its particular focus will be on elder service initiatives and on the practices and policies required to stimulate intergenerational cooperation.

The argument that will be offered is that engaging elders to work directly with adolescents, particularly young people growing up in poverty, constitutes one of the most compelling ideas on the social policy landscape.

Indeed, in pursuing this point of view, this paper accords with recent conclusions by a number of prominent policy makers and analysts, including Senator Sam Nunn, who has expressed strong interest in a "senior corps." Appeals for a "senior volunteer corps" have also emerged from various elderly advocates, as have visions of an "Elder Corps" based on a domestic model of the Peace Corps. The author Sylvia Ann Hewlett issues a similar call to action in her recent volume, When the Bough Breaks, which suggests that "tapping the energy and compassion of seniors might go some distance toward filling the enormous parenting deficit in our society."¹⁰

One of the most convincing and carefully reasoned perspectives on expanding elder service opportunities comes from Richard Danzig and Peter Szanton, whose thorough investigation of the national service question resulted in the book, National Service: What Would It Mean? After reviewing a variety of service scenarios in terms of their costs and benefits, Danzig and Szanton state that "Persons at or beyond retirement age may have more to give and more reason to benefit from national service than any other age group."¹¹

Despite such compelling calls to action, a finding of this paper is that a considerable gap still exists between the promise of elder service to youth, and what we find in practice. However, it concludes that, while this gap will not be bridged easily and

requires genuine institutional change, closing it is an objective worth pursuing.

The paper's next five sections are as follows: Section II examines the rationale for intergenerational programming in general and for engaging older adults to serve adolescents; Section III surveys the landscape of elder service efforts along with other intergenerational programs, policy and support activities in this area; Section IV analyzes the translation of this rationale into reality, examining the "elder service gap" existing between promise and practice; Section V looks at program and policy measures that might close that gap, simultaneously advancing elder service, adolescent development and intergenerational cooperation; and Section VI offers a set of concluding comments on this enterprise and its meaning.

In the discussion that follows, elders are generally defined as 55 and older (although some cited surveys and projects define "older adults" as over 60 or 65), adolescents as young people between the ages of 10 and 18. Throughout, the word "elder" is used in reference both to this word's descriptive and normative meanings: according to Webster's, an older adult who is "given special functions or authority consistent with their age, experience, or dignity." As mentioned, particular attention will be devoted to adolescents living in poverty, the group of particular concern to the authors and the Carnegie Council on Adolescent Development, sponsors of this paper.

The methodology employed in compiling the information for this document was simple and straightforward. A brief survey of selected aging organizations, as well as an informal one of youth groups, was conducted to get a rough sense of activity levels and pertinent issues. These surveys were augmented by interviews with a variety of leading observers and policy makers in the fields of gerontology, youth development, social policy and voluntarism. A literature review of intergenerational programming also contributed to the analysis.

II. THE LOGIC OF ENGAGING ELDERS

The rationale for bringing elders and youth together in projects designed to produce mutual benefit is a powerful one. It can be argued that the circumstances of elders and youth are not only parallel but, as the late Congressman Claude Pepper has noted, quite complementary: from the perspective of demographics and human resource use; from the standpoint of developmental psychology; and from that of politics and social theory. The following sections trace the main components of this rationale.

DOUBLE SOCIAL UTILITY

Engaging elders to work with disadvantaged youth has the appeal of efficiency. As one program operator argues: "What we have are these two groups: one with so many needs and the other with so much time."¹²

There is consensus among demographers that the elder population is growing rapidly. At present, there are 28 million Americans over 65, approximately 12 percent of the population. In a generation the proportion of elders in the population is expected nearly to double, reaching 20 percent by the year 2030.¹³ The backgrounds and aptitude of these elders are in many instances potentially useful to young people. Their considerable experience as workers, professionals and parents, position them well to assist young people in gaining experience and know-how in a variety of key areas, including vocational skills, literacy and childrearing.

At the same time, the health of seniors continues to improve, and retirement frees up a substantial amount of time--on the average of 25 hours a week for men, 18 for women¹⁴--to be devoted to new pursuits. These trends have led one proponent of senior voluntarism to conclude that "Older adults are the only *increasing* natural resource in this country."¹⁵

Indeed, recent studies have shown that many elders are looking for part-time opportunities for paid or volunteer engagement. A 1982 Louis Harris poll found that 5.9 million elders, a quarter of the population over 65, were engaged in volunteer activities and that an additional 2.1 million would like to be.¹⁶ A more recent survey, sponsored by the U. S. Administration on Aging and conducted by Marriott Senior Living Services in 1991, found that 41 percent of the senior respondents were involved in voluntarism, including 46 percent of those surveyed between the ages of 65 and 69, and 45 percent of those 70-74.

The Marriott survey goes on to suggest that there are opportunities to further senior voluntarism. According to this investigation, an additional 14 million older Americans (37.4%) "are

potential volunteers who are or may be willing to volunteer if asked." Furthermore, current volunteers, 25.6 percent (4 million) indicated they would have preferred to volunteer more time, and 40 percent of seniors asked "said they feel the federal, state and local governments are doing less than they should to promote and provide opportunities for volunteerism." When asked for preferences regarding the type of volunteer work, helping children was the leading response (35%), followed by work with other older adults (32%) and with people with disabilities (29%).¹⁷

Simultaneous with the increase in the elder population is the desperate need for human resources in the education and human services fields. There is a crisis in teaching: a quarter of the current teachers need to be replaced by the year 2000,¹⁸ and there are comparable staffing shortages at other levels in our urban public schools. In most major cities, student-counselor ratios are over 500 to 1, with social work, psychological and aide positions stretched thin and facing deeper cutbacks. Non-profit community organizations, too, are facing human resource shortages. Many schools and community organizations have turned to volunteers in an attempt to compensate, yet are finding it difficult to locate all the volunteer resources they require.

The notion of engaging older adults, therefore, makes good sense from the "double social utility" perspective. It offers the chance to engage an experienced and underutilized segment of the population to benefit an underfunded and human resource starved sector of the economy.

HEALTHY DEVELOPMENT

In addition to efficiently shuffling resources and requirements, the elder-youth connection may well constitute an excellent "developmental fit," with both parties standing to gain emotionally, socially and intellectually.

Adolescents, Isolation and Development

Healthy adolescent development is a complex process, one that includes needs for a sense of safety, membership, self-worth, independence, companionship, and competence. As Karen Pittman contends, such development cannot occur in a vacuum, but requires a social context, of "home, school, community organizations, the block, the mall, the alley, the rec center" and so on, a context that can be "positive or negative; strong or weak."¹⁹

Essential ingredients in adolescent development are adults who interact with young people directly. Uri Bronfenbrenner has made the case for the developmental importance of face-to-face adult

contact in the Two Worlds of Childhood and The Ecology of Human Development, arguing that "activity, role, and interpersonal relation" are the essential elements in human development. He hypothesizes that development is stimulated by "progressively more complex patterns of reciprocal activity" with other people, particularly adults. Bronfenbrenner sees as most important those adult-youth relationships that achieve an optimal "balance of challenge and support."²⁰

Sociologist James Coleman has characterized this process in terms of "social capital, which he defines as "the norms, the social networks, and the relationships between adults and children that are of value for the child's growing up." He argues, in studies of relative achievement between public and Catholic school students, that it is enhanced social capital, rather than greater curricular demands, that is responsible for superior performance by parochial school students.²¹

Researchers conducting longitudinal studies on young people growing up in at-risk environments have come to similar conclusions about the importance of informal adult support to healthy child and adolescent development. One of the most important of these investigations is the Kauai Longitudinal Study, conducted across more than three decades and involving over 700 youth.

In this study, psychologist Emmy E. Werner of the University of California-Davis, found that numerous high-risk children, "in spite of exposure to reproductive stress, discordant and impoverished home lives and uneducated, alcoholic or mentally disturbed parents, went on to develop healthy personalities, stable careers and strong interpersonal relationships." In seeking to determine why, Werner and her colleagues found special significance in a number of protective factors, critical among them informal sources of social support. According to Werner, "Our research on resilient children has shown that other people in a child's life--grandparents, older siblings, day-care providers or teachers--can play a supportive role if a parent is incapacitated or unavailable."²² As her comment about grandparents suggests, Werner found that older adults in particular were important sources of informal support for the youth of Kauai.

Werner's longitudinal findings are similar to those of a number of urban ethnographers, including Terry Williams and William Kornblum, who found in their study Growing Up Poor that "the probabilities that a teenager will end up on the corner or in a stable job" are influenced by "the presence or absence of adult mentors."²³

These findings from informal settings square with an accumulation of research evidence from social programs and schools, in a wide variety of settings ranging from large scale demonstration projects to community based efforts. The presence of support

from adults has been consistently identified as an important component of effective initiatives.²⁴

However, despite accumulating evidence that face-to-face adult caring and contact is important to the healthy development of youth, opportunities for such contact are becoming ever more scarce. As the Carnegie Council on Adolescent Development observes, "many young people feel a desperate sense of isolation. Surrounded only by their equally confused peers, too many make poor decisions with harmful or lethal consequences." This conclusion is echoed as well by numerous other groups, including the recent National Commission on Children, which laments: "Unfortunately, too few adults invest the personal time and effort to encourage, guide and befriend young people who are struggling to develop the skills and confidence necessary for a successful and satisfying adult life."²⁵

As these reports and others conclude, due to changes in family structure, neighborhoods, work and public institutions, young people can no longer count on the kind of adult contact once available in their immediate environment.

This isolation is seen as particularly problematic for adolescents growing up in poverty, confronting far greater stress than their middle class contemporaries and living in neighborhoods increasingly segregated not only by race, but by class as well. This isolation is seen not only as diminishing their immediate quality of life, but as resulting in missed developmental opportunities and problem behavior. Coleman even suggests a link to suicide, arguing that "the extraordinary increase in the suicide rate among teenagers in America would be regarded by Durkheim as an indicator of the growth in their social isolation."²⁶

The philosopher Cornel West concurs, contending that this isolation contributes to a growing sense of "nihilism" among many inner-city youth, a sense which West defines as "the lived experience of coping with a life of horrifying meaninglessness, hopelessness, and (most important) lovelessness." For West, this state results in a "numbing detachment from others and a self-destructive disposition toward the world."²⁷

Elders, Isolation, and Generativity

As with youth, isolation is a serious problem for many older adults in our society. Thirteen percent of adults over 65 report profound loneliness, while 70 percent report missing the social contact they enjoyed prior to retirement and old age.²⁸

Equally problematic is the loss of useful roles and regular income that often accompanies older adulthood; though this problem in the past primarily affected men, it now afflicts an increasing number of women. Fifty-five percent of elder respon-

dents to a Louis Harris poll lament the loss of usefulness after retirement, while research conducted at the University of Maryland reveals that while retirement age frees up 25 hours a week for men and 18 for women, the majority of this free time is spent either watching television or doing housework.²⁹

Not surprisingly, loneliness and loss of purpose have been linked to deterioration among elders. A 20-year study conducted by the Human Population Laboratory concludes that people who are socially isolated have a much higher risk of illness and death than those engaged with friends and family. These findings are consistent with research at the University of California suggesting a connection between the development of support networks and improved mental and physical health among older adults living in single room occupancy hotels.³⁰

Alternately, volunteer activities that entail social contact and productive roles have been shown to improve significantly the circumstances of elderly participants. The psychiatrist Olga Knopf describes voluntarism as "an exquisite form of occupational therapy." One important study of persons over 65 volunteering 15 hours a week found they were "significantly more satisfied with life, have a stronger will to live, [and] report fewer somatic, anxious and depressive symptoms than those who do not engage in volunteer work." Numerous studies of elder volunteers conclude that they may derive even more from the enterprise than those supposedly being served.³¹

Danzig and Szanton, in a review of the literature on older volunteers and self-esteem, find that volunteer activities satisfy a need on the part of many older adults to repay benefits they have reaped from society over time. They find satisfaction in meeting the needs of others, and respond positively to the opportunity to learn.³²

Another important and often cited benefit associated with elder voluntarism is that of acquaintanceship, through relationships with those being served, through bonds with other volunteers, and through attachments to program staff.

These findings are consistent with Erik Erikson's position that altruistic activity involving acquaintanceship with younger generations is particularly important to healthy development of older adults--to satisfying what he describes as the impulse to generativity. Generativity, for Erikson, is the "instinctual drive to create and care for new life,"³³ essentially taking care "to pass on to the next generation what you've contributed to life."³⁴ Erikson's notion contains two facets, one deriving from the Greek work *caritas*, which he defines broadly as a sense of caring for others, the second emanating from *agape*, which the psychoanalyst interprets as a kind of empathy.

For Erikson, these impulses come together in the developmentally successful older adult as an appreciation of human interdependence, most fully expressed in concern about posterity. The final crisis of life, he states simply, involves coming to terms with the notion, "I am what survives of me."³⁵

A MORE CIVIL SOCIETY

A third important argument for elder service to youth is that it counteracts the problem of social disengagement so prevalent in our society today.³⁶ In the narrowest sense, intergenerational elder service is a way of combatting indifference on the part of older adults to the problems of inner city youth; of developing a sense of stake between the generations; and of helping build an expanded constituency for young people. There is evidence to suggest that these programs can work in just such a way.

In the early 1980s, for example, Miami began aggressively pursuing elder school volunteers, building a corps of 2,500. These volunteers became the linchpin in a campaign among seniors to pass an important school bond issue. In March 1988, 72 percent of seniors voted for the bond, worth nearly a billion dollars, enabling the bill to squeak through. Stories from Brookline, Massachusetts and elsewhere follow similar lines.³⁷

With these results in mind, school districts around the country are mounting programs to engage elder volunteers, to build involvement in education and youth through direct contact. These efforts are significant not only with regard to the elder population. As Richard Lerer, Superintendent of the Southern Westchester Board of Cooperative Education says, "We're going to have more and more people living in local communities without children in school. It becomes critical therefore for school districts to understand this phenomenon and to inform and involve these people."³⁸

However, the importance of reengagement goes deeper than political expediency, or even the developmental benefits or resource efficiency concerns raised in earlier sections. At root, reengaging elders in the concerns of youth and the younger generation is about preserving essential features of what might be called "civil society."

The basis for civil society is valuing interdependence. It is what Vaclav Havel talked about when he addressed Congress in 1990, stating simply, "the only genuine backbone of all our actions--if they be moral--is responsibility," responsibility for strangers, responsibility for posterity, responsibility for the social fabric.

As we near the end of the 20th century, many have come to the conclusion that the fabric of civil society is unravelling. Sociologist Alan Wolfe wonders whether we are losing "what is social about us," while Todd Gitlin writes that in the America of the "main chance and the fast deal," little by little, "our cultural infrastructure seems to be coming apart along with the bridges and roads."³⁹

In this context, the ideal of engaging elders to serve youth is compelling, in the words of David Liederman, as a way of "maintaining a sense of community." John Gato, New York's 1991 teacher of the year, adds to these sentiments: "Without children and old people mixing in daily life," observes Gato, "a community has no future and no past, only a continuous present."⁴⁰

Several years ago, Erikson, himself in old age, described this "continuous present" as a general and debilitating loss of generativity in our culture:

The only thing that can save us as a species is seeing how we're not thinking about future generations in the way we live. What's lacking is generativity, a generativity that will promote positive values in the lives of the next generation. Unfortunately, we set the example of greed, wanting a bigger and better everything, with no thought of what will make it a better world for our great-grandchildren. That's why we go on depleting the earth: we're not thinking of the next generations.⁴¹

Berkeley sociologist and cultural critic Robert Bellah reaches similar conclusions. Bellah draws on the philosopher Albert Borgmann in characterizing America as a "quintessentially adolescent nation, one in which the main problem is finding our separate selfhood, appropriate enough for real adolescents, but disturbing if one remains stuck with that problem and never outgrows it." Rather, he adds, "the virtue Americans most need today is the virtue of 'generativity,' the care that one generation gives to the next."

Bellah points out that while Erikson initially situated generativity in the concern of parents for children, "he extends it far beyond the family so that it becomes the virtue by means of which we care for all persons and things we have been entrusted with."⁴²

Perhaps the most important repository of generativity--what Bellah calls "an overall philosophy of generative interdependence (as opposed to narrowly self-interested individualism)"--resides in the elder population. A society where elders and youth are connected in constructive and interdependent fashion might well be both more generative and more civil.

III. THE ELDER SERVICE AND INTERGENERATIONAL LANDSCAPE

Before going on to analyze the current state of elder service and intergenerational programming, and to examine that field in relation to the rationale set out in the previous section, it is first necessary to map the existing landscape.

The following sections will describe the field, focusing on service activities that involve older adults directly with children and youth from low-income neighborhoods, summarizing efforts engaging youth in service to elders, and reviewing the policy and support activities being conducted to promote intergenerational cooperation.

THE ELDER SERVICE LANDSCAPE

Program activities are concentrated in school volunteer projects, community based initiatives, government programs and demonstration projects.

School Volunteer Efforts

Organized school volunteer programs exist in most districts around the country, and approximately one million adults volunteer full or part-time in schools annually.⁴³ One survey estimates that as many as a quarter of these volunteers are older adults.⁴⁴ The use of elders was stimulated by support from the Edna McConnell Clark Foundation in the late 1970s, and many programs have continued to recruit seniors.

Most school volunteers work with elementary school students, and this trend is even more pronounced with respect to older adults. However, there are a number of efforts around the country that engage elders in working directly with adolescents.

As mentioned above, 2,500 of Miami's 15,000 school volunteers are older adults. The local AARP chapter has been actively involved in the effort, which includes the usual mix of tutoring and teacher aide roles, but also some more unusual, apprenticeship-like efforts. At the Miami Agricultural Center, for example, a retired veterinarian, retired horticulturist, retired carpenter, and retired dog trainer and breeder work with at-risk students to care for and train animals, renovate buildings and grow plants.⁴⁵

In Boston, the school volunteer program has been recruiting elders, some of whom work with disadvantaged adolescents in tutoring and mentoring programs. In Chicago, Intergenerational Tutoring is a collaboration between the Chicago public schools and the city's Department of Aging; retirees work with sixth graders on Saturdays for two hours at a senior center in a

program that involves about 100 individuals. In Ann Arbor, 35 older adults work in middle and high schools, many of them with at-risk students.⁴⁶ Projects of this sort exist, on a small scale, in various other districts around the country, including Los Angeles, Dallas, Asheville and San Francisco.

An unusual effort is underway in Middletown, PA, where a handful of at-risk middle school students paired with elder volunteers are jointly providing tutoring for younger students. The older and younger partners meet themselves once a week to review progress and lessons learned.⁴⁷

And at the state level, California is conducting a campaign, "You Can Shape the Future," focusing on recruitment of older volunteers to serve as tutors, teachers aides, ESL instructors and in various one-to-one roles with students. Eleven districts are now participating in the state-funded intergenerational effort.⁴⁸

Nationally, AARP has joined in a collaboration with the National Association of Partners in Education to promote the use of older volunteers in schools and to train school volunteer coordinators on using older volunteers effectively.

Community Based Efforts

Alongside efforts in schools and operating through school volunteer structures are a scattering of community-based efforts that have sprung up around the country.

Created and administered by a local chapter of the International Union of Electrical Workers, IUE/The Work Connection is an alternative sentencing program for jail-bound youngsters between the ages of 18 and 22. These young people find private sector jobs through the program and are supported on a one-to-one basis by older "mentors." The mentors--retired union members, police officers and other members of the community--stay with the young people for about six months, helping them find work, monitoring performance and attendance, and providing personal support.⁴⁹

Although the IUE/Work Connection model is unique, a few other local unions involve retirees with at-risk youth, including a chapter of the Communication Workers of America in northern Florida.

Another example of a community-based effort is the Teen Moms program in Portland, ME, run out of the highly regarded Portland West neighborhood organization. The project provides family support to adolescent single mothers and their children. The focus of Teen Moms is on preventing child abuse by contacting the mothers early, often before they have given birth, and providing long-term support. The older women come to the girls' houses one day a week, providing friendship, counseling and training in life

skills. The effort has received funding from the National Center on Child Abuse and Neglect of the U.S. Department of Health and Human Services.⁵⁰

Another form of family support program involving older adults and youth has grown up in recent years. Rather than engaging elders to support other people's families, these efforts are designed to support elders who are forced into parenting duties as a result of their children being unable to parent, often as a result of crack, AIDS or other debilitating situations. The Pediatric AIDS Respite Program of Cornell Medical Center provides volunteers four hours each week to spell grandparents who are caring for grandchildren with AIDS. Other programs around the country, including a notable effort in Oakland, are not only providing respite but helping train these elders to be better parents. Although the programs often involve seniors caring for young children, these youngsters will soon be adolescents, and these programs will need to adapt.⁵¹

Government Programs

Alongside these efforts, primarily based in private, not-for-profit organizations, is an important set of programs initiated by the federal government. There are numerous federal vehicles for elder voluntarism, among them the Service Corps of Retired Executives operated by the Small Business Administration and the Elder Corps currently being organized by the Administration on Aging. However, the two initiatives that most extensively serve youth are the Foster Grandparent and RSVP programs, which along with the Senior Companion program (a program in which seniors serve other seniors), constitute the Older American Volunteer Programs (OAVP) run by ACTION.

The Foster Grandparent program was initiated in 1965 by the Office of Economic Opportunity (OEO) as part of a mandate "to consider the special problems of the elderly poor," and was constructed to benefit both low income, lonely older adults and disadvantaged children. In its early years, assignments were primarily in institutional settings, such as pediatrics wards of hospitals.⁵²

The Retired Senior Volunteer Program, or RSVP as it is generally known, evolved out of Project SERVE, which was started in 1967 in Staten Island as an initiative of the Community Service Society. The original SERVE project placed 23 elder volunteers at a residential home for developmentally disabled youth, becoming the prototype for RSVP, founded in 1969 as part of the reauthorization of the Older Americans Act of 1965.

In 1973, both programs were authorized by Title II of the Domestic Volunteer Service Act and put under the administration of ACTION.

At present, RSVP includes over 400,000 volunteers serving parttime, several hours per week, in 750 projects around the country. Approximately half the RSVP volunteers are low-income persons, and they work an average of five hours a week.⁵³ Annual federal support for RSVP is approximately \$33 million, supplemented by an additional \$33.6 million from state and local governments and the private sector.

RSVP volunteers work in a wide variety of unstipended jobs, handing out food in soup kitchens, serving as museum docents, visiting the homebound elderly, providing companionship to AIDS patients and reading to the blind. A portion of RSVP volunteers are working with at-risk youth, tutoring in inner-city schools, providing after-school care, serving as drug counselors, and supporting teenage mothers. The volunteers receive no stipend, but are provided transportation and meal reimbursements.

The Foster Grandparent Program has grown from 782 volunteers in 1966 to 27,200 by mid-1991, from 33 projects to 263, from \$5 million in federal appropriations to just under \$60 million. The program also receives an additional \$27 million in state and local government and private support. In 1991, Foster Grandparents provided an estimated 28,400,000 hours of service to children and youth.

Foster Grandparents, whose incomes must be below 125 percent of the national poverty level to qualify, "work on a one-to-one basis with children and young people (under the age of 21) beset by such problems as abuse and neglect, physical and emotional handicaps, drug and alcohol abuse, mental retardation, illiteracy, juvenile delinquency, or teenage pregnancy." The volunteers work 20 hours a week, receive a non-taxable stipend of \$2.35 per hour for their efforts, plus transportation, a hot meal, and some health benefits. Most are women (89%); half are white (51%), the other half black (35%), Hispanic (9%), Asian (2%), and Native American (3%). Most of the volunteers are in urban areas (62%); 38 percent are between 60 and 69, 48 percent between 70 and 79.

The young people served are primarily children, although the percentage of adolescents is growing. In FY 1990, 36 percent of young people participating in the program were between the ages of 0 and 5, 38 percent were between 6 and 12, and 21 percent were between 13 and 20. At least half the young people in the program fall into the at-risk categories commonly used, such as teenage parents or educationally disadvantaged. At present, 85 percent of Foster Grandparents work in non-residential settings, schools, social programs, libraries, day care centers and community organizations.

These programs constitute excellent examples of public/private partnership, with both Foster Grandparents and RSVP using their federal funding to leverage substantial state, local and private

dollars, which amount to approximately a third of Foster Grandparent's support and half of RSVP's.

Partnership is present at the management level as well. In RSVP, for example, the program is run locally by private non-profit agencies, including local chapters of the United Way, Voluntary Action Councils, area agencies on aging, Red Cross chapters, and a range of other entities. These sponsors are also required to establish Advisory Councils comprised of representatives from the community, a quarter of whom must be individuals 60 and older. Local RSVP programs are overseen by state and regional ACTION offices.

In 1989, the OAVP programs were enhanced through P.L. 101-204 of the Domestic Service Amendments of 1989, which directs ACTION to use one-third of any appropriations increases for new "Programs of National Significance" designed to enable existing RSVP, Foster Grandparents, and Senior Companion projects to develop new or expanded volunteer components in "national significance" areas: programs providing family support to teenage parents; mentoring programs that match senior volunteers with youth who need guidance; adult and school-based literacy programs; programs designed to decrease drug and alcohol abuse; before and after-school programs sponsored by organizations such as libraries that service children of working parents; and programs involving senior volunteers tutoring educationally disadvantaged children on a one-on-one basis.

Demonstration Projects

Alongside school volunteer programs, and community based and federal efforts involving elder service and adolescents, reside a diverse set of demonstration projects. These projects are operating in a variety of school and community settings.

Big Brothers/Big Sisters Demonstration

Dagmar McGill, Deputy National Executive Director of Big Brothers/Big Sisters of America (BB/BSA), points out that older volunteers were an important part of BB/BS programs around the country several decades ago. However, according to a 1988 survey commissioned by the organization, fewer than 1,400 of the approximately 60,000 current volunteers are over age 55, and nearly half the local agencies have no older adult volunteers. According to McGill: "as lifestyles changed in our society, with men and women getting married later in life, more women working outside the home, we have somehow lost one of our most valuable resources in working with young people today--the older adult."⁵⁴

In 1988, with funding support from the Mott Foundation, Exxon Fund for Productive Aging and the H. W. Durham Foundation, BB/BSA initiated a demonstration project with the intention of recouping this loss. The objectives identified for this initiative were to uncover ways in which elders could be integrated into BB/BS programs; to develop and test models using elder volunteers; and to develop and disseminate recruitment and training materials to help agencies around the country implement intergenerational components.

In the Fall of 1988, a call for proposals was issued to local agencies, and 25 responded. Nine--in Eureka, CA, Coral Gables, FL, Waterloo, IA, Lansing, MI, Lincoln, NE, Auburn, NY, Oak Ridge, TN, San Antonio, TX, and Milwaukee, WI--were selected as pilot agencies. Temple University's Center for Intergenerational Learning was engaged to conduct training for these agencies.

In 1991, BB/BSA returned to the Mott Foundation for \$250,000 in support of "Phase II of Big Brothers/Big Sisters of America's efforts to reach and engage older men and women in the important work of helping children at-risk have enriching experiences in their young lives." Based on the experience of the initial demonstration, the organization determined in Phase II to focus on elementary school age children and to conduct the project by working with specific schools in the community. They also determined to form several partnerships with national organizations to assist in the recruitment of elder volunteers, including AARP's Volunteer Talent Bank, the National Retiree Volunteer Center and the Tuskegee Airmen. These partnerships are expected to yield 160 older adult volunteers. Phase II is expected to be conducted during 1992 and 1993, with an evaluation completed by 1993.⁵⁵

Mission Possible: Churches Supporting Fragile Families

The Florence V. Burden Foundation, in 1986, commissioned the development of a demonstration project designed to reduce delinquency by strengthening families through the provision of older mentors drawn from church congregations. Burden chose the National Crime Prevention Council (NCPC) to manage and document the demonstration, conducted in three cities: Washington, D.C., Hartford and New York. In each city, two churches and a divinity school are participating.

According to NCPC, "Churches, particularly black churches, have traditionally served as extended families for members of their congregations. Today, the need for an extended family is great. Pastors and divinity schools are questioning how a family ministry can be built up to meet this need, particularly for fragile families. The demonstration...gives churches one way to recreate and strengthen the extended family."⁵⁶

Each Mission Possible church, selected for its urban congregation and history of community leadership, was provided a small grant and challenged to devise ways to support families in need, "with an emphasis on selecting and training elderly members of the congregation as mentors." NCPC provided training and technical assistance and was responsible for bringing together the churches and the divinity schools. The seminars provided advice, expertise, "and helped to provide theological grounding for a family/community ministry," along with developing resource lists of community services available to mentors.

At the Shiloh Baptist Church in Washington, the Parent Aid Program provided mentors to parents. The mentor were expected to serve as a liaison to school personnel and social service agencies, help the parents develop better child-raising skills, and get them more involved in the church. The mentors were selected because of their extensive child-raising experience.

At the Bridge Street AME Church in Brooklyn, the Grandparent Mentoring Program matched elders with single parent families, usually with young mothers. Some of the families were drawn from the congregation and its day care program. The mentors participated in family activities and were expected to provide support when the inevitable crises hit.

The Mothers on the Move Spiritually (MOMS) program of St. Theresa of Avila Catholic Church in Washington, DC, engaged elder members of the congregation in visits to a juvenile detention facility and a home for young mothers "to provide nurturing and guidance to these young men and women." In addition, Friday night counseling sessions were held for families needing help.

In the three cities, the program trained a total of 50-60 mentors and involved 40 families, according to the NCPC report, with "most churches ending up with five to eight mentored families."

Linking Lifetimes

The most ambitious of the demonstrations involving elders and at-risk youth is Linking Lifetimes, developed by the Temple University Center for Intergenerational Learning. Linking Lifetimes was formed in 1989 as a "research and demonstration initiative created to systematically promote the development of programs that provide support to vulnerable youth while simultaneously enabling older adults to remain productive members of our society." The 9 sites, located in Syracuse, Memphis, Miami, Los Angeles, Hartford, Washington, DC, Springfield MA, and St. Petersburg, Florida, include a seven focused on adolescents in schools and community organizations, and two focused on adjudicated youth. As of December 31, 1992, Linking Lifetimes had engaged 172 elder mentors and 307 youth.⁵⁷

The mentors targeted are 55 years or older. They receive both pre-service and in-service training in strategies for helping youth develop social competency and life-coping skills; participate in monthly support group meetings; receive stipends to help defray the costs of volunteering; and spend a minimum of two hours a week in face-to-face contact with their young partners.

Linking Lifetimes also strives to integrate the mentoring provided with other complementary interventions, and each project is staffed by a paid project coordinator.

The Linking Lifetimes sites are quite diverse, although each site is expected to maintain at least 20 active mentors. In St. Petersburg, Florida, youth from the Boys' Clubs are matched with elders recruited by Jewish Family Services. One of the Boys Clubs is located adjacent to a public housing project and serves a predominately minority population. In Miami, the program targets seniors and youth residing in two large housing projects: Liberty Square and Edison Square. The youth are middle school age. In Memphis, Linking Lifetimes targets seventh and eighth grade mothers who attend a special alternative high school to keep pregnant teenagers in school. In Springfield, in collaboration with the Massachusetts Department of Youth Services (DYS), adjudicated youth are referred by DYS caseworkers for matching with elders. Youth are given the opportunity to participate in the program as an alternative to other court mandated sentences.

Linking Lifetimes is funded by the Mott Foundation, Burden Foundation, Edna McConnell Clark Foundation, Ittleson Foundation, H.W. Durham Foundation and Exxon Fund for Productive Aging. Research on the project is being conducted by Public/Private Ventures and the National Institute for Work and Learning. The project seeks, at its broadest, to link the aging, youth service, education and criminal justice systems.

Public/Private Ventures Intergenerational Mentoring Pilot Demonstration

Just getting underway, this demonstration pilot's two sites are located in Atlanta and St. Louis, and have been developed to test whether intergenerational mentoring projects can be conducted at scale (the goal is 100 mentors and 100 youth at each site) and whether these efforts can be integrated into large public bureaucracies (in both cases the state division of youth services, the department that runs the youth detention system).

Although the mentors recruited will not all be elders, sites are directed to get 50 percent of their recruits from the older adult population. Youth in the program are all adjudicated, will range in age from 12 through 17 and will most likely be between the ages of 14 and 16.

In Atlanta, the project involves a collaboration between the NAACP and the state Division of Youth Services. The NAACP regional office is handling all recruitment, and has developed a network of community organizations for that purpose. In St. Louis, there is no lead community group, but various organizations have pledged their help. Both sites are aiming to develop a "service triangle" between the mentor, youth and case worker, with the goal of helping the youngster make a more successful transition back home.

Research on the project will include three parts: an implementation study focused on the process of collaboration; a relationships study to understand why relationships do and don't form; and an outcomes study. Funding for the project comes from the Pinkerton Foundation, the Commonwealth Fund, and the Carnegie Corporation of New York.

AARP Parent Aide Demonstration

With funding from the U. S. Department of Health and Human Services, AARP initiated an intergenerational Parent Aide pilot project in 1984. AARP first conducted a survey of 200 such projects around the country before selecting five programs to be pilots. These included projects in Portland, Maine; Ann Arbor; Winston-Salem; Lincoln, Nebraska; and Hagerstown, Maryland. The project involved 40 older volunteers working with 135 children in 63 families. In addition, some of the parents involved in this project were teenagers.

The effort focused on developing working relationships between agencies representing older adults and child welfare organizations; promoting increased use of older volunteers in parent aide programs; and using the experience of the project to develop resource materials to be used by the parent aide network around the country. The effort resulted in publication of a series of documents, including a directory of programs and a resource guide.⁵⁸

INTERGENERATIONAL YOUTH SERVICE

The field of intergenerational youth service programs--programs where adolescents are engaged in providing service to older adults--is not the focus of this paper, and is well-covered elsewhere.⁵⁹ However, some examples of these programs are highlighted here to illustrate additional avenues for elder-youth contact that can be developmental in nature.

Intergenerational Work/Study Program

This effort was launched in 1987 by the New York City Department of Aging. Its goal is to help high school students at-risk of dropping out, and in danger of not making it in the job market or higher education, through providing supervised part-time work experience at agencies serving older adults.

Between 20 and 40 students are drawn from each of 16 participating high schools, for a total of nearly 400 students. They are assigned to over 90 sites in all five boroughs of New York, including senior centers, nursing homes and home care agencies. The students work 10-15 hours per week. Four days a week they split their day between the work site and school; on the fifth day, they participate in a special curriculum focusing on issues of aging and the world of work. The students receive both stipends and academic credit for their work.

One of the most important features of this project is its emphasis on interpersonal contact. Tasks are structured so that students spend a minimum of 25 percent of their time in close interaction with older adults. According to one description of the program, "Efforts are made to foster informal 'grandparent/grandchild' relationships. Individual older adults are also recruited, either from the agency population or from retiree groups, to provide more formal mentoring."⁶⁰

City Volunteer Corps (CVC)

Another New York City effort, the City Volunteer Corps (CVC) is a pioneer in the youth conservation and service corps field in enabling corpsmembers to serve older adults in the community. Corpsmembers in CVC sign up for one year of full-time stipended service to the city, working primarily in crews of 10 or more, under the supervision of a crewleader, and performing a mix of projects that involve physical labor and human service work. Most corpsmembers come from economically and educationally disadvantaged backgrounds, and a high percentage have dropped out of school.

Projects that corpsmembers engage in with older adults include: working as aides in skilled nursing units providing care to the frail elderly; visiting apartments of homebound elders; performing heavy duty cleaning designed to enable these seniors to remain in their homes; making home visits to hospice out-patients; providing consistent volunteer support to augment the work of hospital staff; and painting an entire senior center, then moving into the delivery of meals, shopping, escort services, and some apartment painting for elders in the neighborhood.

Like those in the Work/Study Program, the CVC tasks are often structured to provide a high-level of interpersonal contact between elders and youth.⁶¹

Other Projects

Other examples of intergenerational projects involving adolescents directly with older adults include one in a Manhattan junior high school where students are working jointly on a musical comedy written by a senior center member; an effort in New Jersey where young people in a summer intern program collaborate with residents of a senior housing project to develop a community conference on substance abuse; and an initiative in San Francisco where older youth do safety assessments and make improvements in the homes of frail elderly people.⁶²

Several new initiatives are also worth recounting. The Girl Scouts of America recently initiated **Operation Care**, "a national program to help older persons who are at risk of losing their independence." The project will involve education concerning older adults and their needs; community action and coalition building on behalf of elders; the direct provision of services; and the development of program models that can be reproduced elsewhere.

The National Meals on Wheels Foundation is also initiating a project, **The Youth Volunteer Initiative**, designed to bring youth together with older adults. With funding from the Kellogg Foundation, the group will provide grants of \$10,000 a year to five local Meals on Wheels programs to develop models designed to involve youth not only in service provision, but in understanding the aging experience and becoming advocates for older adults.

Y.E.S. (Youth Exchanging with Seniors) is another intergenerational youth service program, but one with an interesting twist. This effort links 4-H and Future Homemakers of America members with older adults in a 20-county region of West Texas to provide services to these seniors. This project is distinguished by its emphasis on older adults and youth working together to carry out joint projects that will benefit the community. Although the joint service model is less prevalent than the other types of efforts profiled thus far, new models are beginning to appear.⁶³

POLICY, ADVOCACY, AND SUPPORT ACTIVITIES

Parallelling the programmatic activities described in the sections above are a set of efforts designed to stimulate intergenerational projects and promote policies to support cooperation between elders and youth.

Generations United was formed in 1986 in response to the generational equity debate. It is a national coalition designed to encourage collaboration between elders, youth and the organizations that represent them. The founding chairs of Generations

United were the Child Welfare League of America and the National Council on the Aging; in 1991, the American Association of Retired Persons and the Children's Defense Fund became co-chairs. The members of the organization number more than 100 groups (See Appendix C), including many prominent aging organizations such as American Association of Homes for the Aging, American Society on Aging, Asociacion Nacional ProPersonas Mayores, Gray Panthers, National Caucus and Center on Black Aged, National Council of Senior Citizens and National Association of State Unites on Aging. Statewide coalitions exist in California, Illinois, Massachusetts, New Mexico, New Jersey and New York.

Since its inception, Generations United has held conferences to discuss program and policy issues, and pursued a legislative agenda that currently includes health care reform, the Young Americans Act, Social Services Block Grants (Title XX), preventing abuse within families, strengthening grandparent-grandchild relationships, Supplemental Security Income, the Older Americans Act, the Family and Medical Leave Act, the National and Community Service Act, and the Budget Enforcement Agreement.

In addition to this coalition, a number of research and program development organizations exist around the country with the mission of promoting intergenerational programming. Two of the most active are in Pennsylvania. Already mentioned is Temple University's **Center on Intergenerational Learning**, which, in addition to Linking Lifetimes, is conducting a number of demonstration efforts, including a drug abuse prevention program involving older adults as mentors to middle school students. This project is funded with \$1 million from the Office for Substance Abuse Prevention of the U.S. Department of Health and Human Services.

Generations Together, a unit of the University of Pittsburgh's Center for Social and Urban Research has produced a number of publications on intergenerational programming and instituted a series of demonstration and research projects, some involving at-risk adolescents.

A number of other organizations have also been involved in stimulating elder voluntarism and directing some of that activity toward youth. AARP includes a **Volunteer Talent Bank**, a computerized matching service that attempts to link AARP members in local chapters (as well as non-members) with appropriate volunteer opportunities. Currently, 13 organizations, including the Girl Scouts, Red Cross, and RSVP's Directors Association are participating in the Volunteer Talent Bank.

The **National Retiree Volunteer Center**, based in Minneapolis, attempts "to mobilize retirees through their corporations." The Children's Defense Fund has initiated the **Child Watch Visitation**

Project, designed to engage a broader constituency for youth, and has enlisted AARP to participate as one of seven partner organizations. AARP members are trained through the Project to advocate for youth.

Also on the advocacy side, are the **Executive Directors' Associations of the Older American Volunteer Programs**. These groups, which include the RSVP association and the Foster Grandparent associations, have pressed for additional funding and program changes designed to make the efforts more effective and more widely available.

IV. THE ELDER SERVICE GAP

The projects highlighted in Section III are encouraging in many respects. They contribute to a field that has grown over the past decade, one which since 1980 has seen the formation of a number of new demonstration projects, the creation of a new coalition of aging and youth organizations, and, in general, increased awareness about the need for intergenerational cooperation. As Nancy Henkin of Temple University points out, 10 years ago the word "intergenerational" could usually be counted on to elicit only sentimental images, of "brownie troops singing Christmas carols at a nursing home"--a response that is no longer true. There is now greater appreciation of the range of intergenerational programs.

Despite these encouraging signs, however, it would be a mistake to conclude that the elder service field is currently experiencing a renaissance. Indeed, there is hardly a "field" at all.

Instead, there are two somewhat distinct domains: one consisting of a loose collection of mostly non-governmental, community-based, and research and demonstration efforts; the other comprised of the ACTION-sponsored Older American Volunteer Programs (OAVP), particularly the Foster Grandparents and RSVP initiatives.

Neither component of this landscape is operating at full potential, although the OAVP programs are far more established than their fledgling counterparts, and may have a great deal more to teach us about eventually closing the "elder service gap"--the gulf that now exists between the compelling rationale for elder service we find in theory, and the much more modest reality that greets us in practice.

The following section will examine the experience of the intergenerational elder service field, looking both at lessons from the independent, non-governmental sector and at those emanating from the Older American Volunteer Programs.

CHARTING THE GAP

For all its diversity and entrepreneurial vigor, the independent sector of the elder service landscape is characterized by considerable flux. One of the most revealing facts about this sector is that it is impossible to count the programs in it, the reason being that so many programs simply come and go, their life cycles beginning with a dedicated entrepreneur who, struck by the logic of elder service, sets out with an appealing idea, some makeshift funding and lots of enthusiasm. All too often, however, the effort soon expires as the money runs out, the entrepreneur burns out, or moves on.

This pattern seems particularly true of elder service programs working with adolescents in poverty. To start, these efforts are relatively scarce, a fact that makes their fleeting nature all the more troubling. This situation well characterizes the impressive but all too brief careers of a pair of community programs already described, IUE/The Work Connection and Teen Moms. Both were exemplary efforts that got off to impressive starts but were unable to find sustained support and achieve stability. This issue of ongoing support confronts even well-seeded demonstrations like Linking Lifetimes, where project leaders are currently searching for avenues to post-demonstration institutionalization. Attempts to contact programs listed in several directories of intergenerational initiatives further reveal a pattern of evanescence; one recent review found a preponderance of programs extinct shortly after publication.

Examination of the size of programs imparts a similarly sobering message. Not only do programs tend to come and go, but they tend also to be quite small. Even Linking Lifetimes--something of the "Cadillac" in this area--has struggled to maintain fewer than 200 mentors across its numerous sites; and Mission Possible has managed a total of about 50 in its five sites, and only through adding mentors from the middle-aged population. Most of the community programs described maintain only a handful of elder volunteers and have struggled on the recruitment front.

Next to the dearth of program activity and the small number of volunteers exists a similar shortage of evaluation research in this area. A literature search turned up only a handful of studies of intergenerational elder service programs with fewer still involving programs where elders serve at-risk youth. Most included very small numbers of participants, few measured effects on youth or control groups, and process research was difficult to locate. While the existing shards of evidence are somewhat encouraging, there remains considerable work research to be done on the research front, and many open questions.

The limitations found in the program and research realms are matched in the area of technical assistance and advocacy. While the creation of Generations United eight years ago constituted an important breakthrough at the time and remains so today--in the sense of bringing together more than 100 aging and youth organizations around issues of considerable importance--the group has been handicapped throughout its history by staff and funding shortages. Generations United's annual cash budget is in the vicinity of \$50,000, augmented by some in-kind contributions, principally from the Child Welfare League of America. Until recently, the organization was without even a single full-time staff person, while trying to pursue an ambitious policy agenda, provide technical assistance and develop a clearinghouse function. It now has one full-time staff member aided by a part-time assistant.

As George Kaplan states in a 1991 Phi Delta Kappan article, while it is heartening to know that aging and youth organizations have formed a coalition, "serious issue- and program-oriented collaboration is still a distant dream" for Generations United. In Kaplan's assessment:

At this early phase of its life, Generations United can provide little more than a well-meaning skeleton that needs fleshing out and substantive commitments from the largely silent mass of membership groups that make up its impressive roster. In addition, the community of state and local intergenerational bodies around the country is still disappointingly small.⁶⁴

The recent addition of the Children's Defense Fund and AARP as Generations United co-chairs and the appointment of a full-time Executive Director will undoubtedly help to make the "dream" Kaplan refers to less distant. Furthermore, Generations United has managed to establish its first data base (of intergenerational child care programs), and is in the process of developing a demonstration project (involving elders and at-risk youth working together in environmental projects in as many as six sites around the country). Even with these signs of progress, Generations United is nowhere near the size or strength required to accomplish the important mandate under which it was established.

Finally, the pattern of small scale activity and unrealized potential in this domain is reflected as well in a survey of aging organizations compiled for this report and in an informal review of youth organizations and through interviews with experts in the field. The survey did turn up a few projects designed to stimulate elder voluntarism involving children and youth, including efforts like the AARP Volunteer Talent Bank, the National Council on Aging's "Family Friends" project, and the National Hispanic Council on Aging "Project Amor" assisting at-risk Latino youth through mentoring with older adults. In addition, some other organizations, including the American Association of Homes for the Aging and the National Association of State Units on Aging (NASUA), reported intergenerational programs (See Appendix). However, on the whole, efforts appear relatively scarce and quite modest in scale.

EXPLAINING THE GAP

These findings raise the important question of "why"? Why is it that we have made such modest progress in translating the logic of intergenerational service into a thriving reality? To what obstacles can we attribute so much unfulfilled promise? Partial answers can be found in a set of cultural, organizational and programmatic barriers.

Cultural Stereotypes and Obstacles

Researchers at the Brookdale Center on Aging in New York recently observed that while support for intergenerational efforts has in some ways increased, all too often "that support, in the proverbial phrase, is a 'mile wide and an inch deep.'"⁶⁵ Their comment points to a deep-seated ambivalence about older adults as serious, capable, and productive citizens and service-providers, and begins to get at some of the cultural stereotypes and obstacles confronting elder service initiatives.

On the one hand, everybody loves the idea of older adults working with children. These programs make terrific human interest stories and can be counted on to elicit wide applause. But there is often an unwillingness to move past the sentimental when it comes to these programs. This fact may account for why so much research in the intergenerational field is focused on measuring good feelings and participant attitudes. (It may also account, in part, for the preponderance of programs matching older adults with babies. While there is undoubtedly a real need for intergenerational child care programs, their relative popularity may also suggest a somewhat childlike view of elders.)

The tendency to undervalue older adults, to assume the frailty of elders, to stereotype seniors, constitutes the backbone of the "ageism" that gerontologist Robert Butler first labeled in 1968; what the writer Harold Sheppard has called a "deep-rooted revulsion at the perceived disintegration, physically and otherwise...supposed inevitably to take hold at a given birthday, 65 or thereabouts, or even earlier."⁶⁶

The continuing vitality of ageism in the sphere of voluntarism is well illustrated by a recent New York Times article informing readers that according to, "experts...the image and purpose of volunteerism is being transformed," from "retirees providing supplementary services--the 'gray ladies' who push book carts through hospitals," to younger adults capable of tackling serious social problems. The piece quotes a spokesman for New York Cares, a group catering to Baby Boomer volunteers: "Young professionals thought volunteering was something blue-haired ladies in candy-striped suits did." He explained how his group was hoping to resuscitate the image of altruism from the realm of the decrepit.⁶⁷

These patronizing and stereotyped images of "blue haired ladies" reveal some of the cultural barriers facing efforts to engage older volunteers in challenging work with youth. These images may well be self-fulfilling as they become internalized by elders and render them more reluctant to come forward to volunteer for challenging work with young people.

Stereotypes of needy or ineffectual elders, ironically, are often perpetuated by professionals in the aging field, who focus far more on the deficiencies than the resources of elders. This professional culture of dependency leads to discouraging opportunities for elders to become involved in productive contact with youth, out of the perception that older adults can't handle such a challenging enterprise.

Age Segregation

Another barrier to intergenerational programming and cooperation, widespread age-segregation in our society, also has a cultural dimension. Older adults and youth, deprived of natural day-to-day contact, may be suspicious of each other and reluctant to join a program designed to bring them together. This barrier is likely to be compounded when class and social distance are also present; and it can be frightening for outside volunteers to work in high-risk neighborhoods.⁶⁸

Age-segregation is more than cultural, however; it is often a geographic phenomenon as well. In practice, many older adults live in age-segregated environments, ranging from formal retirement communities to apartment buildings and neighborhoods with concentrations of other older adults. Seniors also spend much of their time in age-segregated settings, like senior centers--as do young people, who tend to be either in school or in settings that are youth-focused. For these reasons, getting elders together with youth can require special arrangements (such as transportation) in order to be accomplished.

Age-segregation is a barrier at the organizational level as well. In general, aging and youth organizations are not accustomed to working together, few have built-in channels for collaboration, and most are focused on age-specific mandates. This reality is present in the funding sphere too, where government agencies and private philanthropic groups are both often organized by age. As a result, funding for intergenerational projects can require crossing categorical boundaries, and may remain exceptional as a result.

Budgetary Constraints

Another barrier to intergenerational programs is also financial in origin. A great many human service organizations are facing severe budgetary constraints. These conditions militate against innovation as organizations struggle to preserve core functions--even when various innovations might actually ease the crunch.

Youth program operators interviewed for this report admitted reluctance to spend scarce time and staff resources to try out intergenerational efforts that might not work. They recounted a variety of concerns: would older adults really show up to work

with young people in poverty? Would they really be able to help? Would the time and effort required to start up and oversee the effort exceed potential benefits? Would seed funding for such efforts simply dry up after putting in considerable time and energy to get a program off the ground?

A Difficult Enterprise

Based on the track record thus far of many elder service and volunteer programs, these concerns appear to have some basis in reality. An abiding lesson from this experience is that bringing elders and youth together can be a difficult and challenging enterprise. Recruitment has been a persistent issue. Funding has been difficult to sustain. Matching young people and elders takes some effort, and outcomes are not always rosy.

Overall, however, this scenario is hardly unique to elder service programs. Indeed, a consistent lesson of volunteer efforts focused on assisting young people in poverty has been that this is tough and serious work, regardless of the age of the volunteers. In the Teach for America program, which places recent college graduates in inner-city classrooms, this lesson has been underlined. The middle-class, middle-aged adults who make up the mentoring movement have similarly discovered how hard it can be not only "to make a connection" across a great social divide, but to "make a difference" in the lives of young people confronting poverty.⁶⁹

Elders are no exception to these social realities. They face many of the same barriers as young and middle-aged adults when working to assist vulnerable youth living in battered and impoverished communities.

WAYS OF HOPE

Without discounting the seriousness of the caveats and cautions discussed above, the experience of the public sector of the elder service landscape, the federally-sponsored OAVP programs, provides a wholly different outlook on the prospects of intergenerational elder service. Indeed, the record of Foster Grandparents and RSVP offers some reasons for optimism--along with a set of lessons for future action.

Scale and Longevity

Perhaps the most basic, and important, lesson emerging from the OAVP efforts is that this enterprise can be undertaken at scale. While it is difficult to even guess at numbers for the rest of the field, there are, as already noted, very large numbers of seniors participating in the OAVP programs--400,000 older adults working through RSVP and 27,000 through Foster Grandparents. And

because Foster Grandparents work 20 hours per week, last year alone, volunteers in that program logged over 28 million hours of service--all of it with children and youth, most of it with children and youth growing up in poverty. While other elder service programs are having recruitment problems, Foster Grandparents has a waiting list of over 6,000--equivalent to nearly a quarter of the existing FGP slots. While other volunteer programs for youth are plagued by high rates of turnover, Foster Grandparents stay for extended periods of time, with retention in some programs averaging over seven years.⁷⁰

In addition, these programs have managed to survive for nearly a generation, not a small accomplishment in the arena of human services (Foster Grandparents is now 27 years old, and RSVP 22), building bi-partisan support and growing steadily during that period. Foster Grandparents is without doubt the only social program that can claim, simultaneously, being founded by Sargent Shriver during the heyday of the Office of Economic Opportunity (OEO)--and serving as the subject of an admiring book by Nancy Reagan during the period when Ronald Reagan was vigorously dismantling the apparatus of the Great Society.

Documentation of Effectiveness

Over the past generation, Foster Grandparents has also managed to demonstrate a record of effectiveness documented in some 24 studies (See Appendix)--a level of research scrutiny that stands in sharp relief to the rest of the elder service field. Indeed, the Foster Grandparent Program would likely not have survived during the 1970s except for longitudinal research demonstrating its beneficial effects on both older persons and on the children they helped.

A seven-year study of the Detroit area Foster Grandparents program by the Merrill Palmer Institute and Wayne State University Institute of Gerontology found that "forming intense, personal bonds with their individual foster grandchildren was easy and natural for most of the elders in the project, and that the children also soon 'adopted' them as grandparents." The longitudinal study further found that "foster grandparenting had a very positive impact on the children's development in both intellectual and social areas."⁷¹

On the elders' side, the Wayne State study located an impressive set of benefits, including "increased self esteem, renewed feelings of health and vigor, new and satisfying social relationships with peers," along with greater financial security and satisfaction with the direction of their lives. Follow-up studies indicated that active Foster Grandparents were more optimistic about the future than a comparable national sample of older persons.

Other studies of Foster Grandparent programs have supported the results of the Detroit studies, including one conducted by a division of the consulting group, Booz, Allen. It examined 20 percent of all the programs operating in the country and found that 75 percent of the Foster Grandparents in the national sample considered the program to be one of the most important events in their lives over the preceding five years. Furthermore, this study found that the program was highly cost-effective, with a net excess of quantifiable benefits over costs of more than \$1.5 million. Other researchers have found similarly positive effects of Foster Grandparent projects on both elders and children in a variety of other settings, including a day care center, a juvenile correctional facility, and in settings where the Foster Grandparents were working to provide family support for teenage parents.

One of these studies was of a state-funded teenage parenting project in New Jersey employing elders as paraprofessionals in cases of suspected child abuse or neglect. It found that the Foster Grandparents "provided in-home services and often became 'special friends' to members of the family; they provided on-going support, acted as role models to parents of the children" and produced significant improvements in the family environment and interactions, and in the life satisfaction and morale of the elders.

Another study, by Public/Private Ventures (P/PV) of two Foster Grandparent programs and three other initiatives involving elders as mentors to at-risk youth, found the older adults to be effective in forming significant relationships with the young people, a mix of teenage mothers, youth in trouble with the juvenile justice system, and middle school students in danger of dropping out.⁷² This study states that a majority of elders were able to form two types of relationships with youth, primary relationships, "characterized by attachments approximating kinship, great intimacy and a willingness on the part of elders to take on the youth's full range of problems and emotions," and secondary relationships, in which "elders served as helpful, 'friendly neighbors,' focusing on positive reinforcement but maintaining more emotional distance." The study also located benefits to the youth including "an improvement in the quality of their day-to-day lives" and in an enhanced sense of competence.⁷³

An important finding of the P/PV study concerns the issue of advocacy: "One of the most interesting transformations that takes place in these programs is the development of the elders into powerful advocates as they get to know the young people better, come to understand their circumstances, and begin to believe deeply in them." The study cites instances of advocacy on the part of seniors involving teachers, parents and probation officers, instances designed to assure the youth of equitable treatment.

Continuing Limitations

While there is much encouraging news in the OAVP experience, it would nevertheless be presumptuous to assume that these programs are operating near their full capacity. There are obstacles here as well, and much of their promise, too, remains unfulfilled.

As already pointed out, the OAVP programs are currently oversubscribed and unable to offer slots to all older adults who want them. For example, FGP has a long waiting list and RSVP is available in only a third of the counties nationwide. Overall, these two programs offer volunteer opportunities for less than 2 percent of eligible participants.

At the same time, administration of the OAVP programs has eroded over the past decade. While the number of Foster Grandparent slots increased by 20 percent during the 1980s, administrative funding did not keep up, stretching thin management resources even thinner. Funding limitations on training, technical assistance and oversight from national and regional ACTION offices has hampered local field operations, and the low compensation offered FGP and RSVP directors has affected retention of good staff. Furthermore, during the Reagan administration, ACTION was slated for extinction, and during the Bush administration, despite much Administration interest in the notion of voluntarism, the agency has not been slated for expansion or revitalization.

V. CLOSING THE GAP

Examination of the overall experience of intergenerational elder service contributes to two basic conclusions: this work is not easy but, as the OAVP and select other efforts suggest, it can be done. Existing evidence encourages stepping up efforts aimed at closing the elder service gap.

Fortunately, experience and research to date also provide some clues about how to proceed in closing this gap and moving the field forward. Examination of successful efforts that engage elders to work with youth leads us to conclude that the primary need is for the creation of solid structures to translate good will into effective action.

As former HEW Secretary and U. S. Commissioner of Aging Arthur Flemming says, "Older adults want to help. What they need are sturdy mechanisms that will enable them to do so." In assessing the experience of the Interfaith Volunteer Caregivers project, a voluntarist effort serving elders, Flemming observes: "To attract and keep volunteers, we must invite their participation with a clear-cut statement of need, provide staff support and training, and include them in the organization with the same status and privileges as staff."⁷⁴

Partners in Growth makes a complementary point: "Analysis of the relationships occurring in the five initiatives suggests that the raw material of participant readiness can be shaped fruitfully by intelligent programming...program strategies seem to exert considerable influence on the formation and types of relationships that develop."⁷⁵

Fran Butler, Washington representative of the executive directors of Foster Grandparents and RSVP, echoes Flemming in choosing the word "mechanisms"; according to Butler, "we need to expand or develop mechanisms for channeling the contributions of senior volunteers."⁷⁶

What is most needed to advance practice and help close the elder service gap is institutional strength, a combination of what might be called "structure" and "infrastructure."

CREATING STRUCTURE: LESSONS FROM PRACTICE

Effective elder service and intergenerational programming require program structures that can bring elders and youth together in a responsible fashion. This is all the more true in working with young people from high-risk neighborhoods, a challenging enterprise.

We have much further to go in terms of developing sturdy knowledge in this area, yet progress to date suggests that it is possible to improve the process. Observing these lessons could help close the gap between promise and practice at the program level.

Staffing

One of the chief lessons emerging from a wide variety of projects is that staff are critical. According to one project's final report: "The cost of hiring staff to support and coordinate volunteer activities is minimal compared to the large amount of service work volunteers accomplish. Yet lack of such available staff may be reflected in the fact that a vast pool of volunteer resources remains to be tapped."⁷⁷

This finding is consistent with that of most successful older adult service programs. Partners in Growth found staff to be critical to program success in elder mentoring programs working with youth. The elders often formed close ties to the staff person, which helped sustain their involvement and reduce the pressure of working with young people under great stress. In fact, the departure of a program staff member led frequently to the departure of many of the elder volunteers.⁷⁸

Mission Possible produced a similar lesson; as this demonstration's final report states: "There must be a coordinator assigned to support the mentors and families, keep track of the many needs and issues, and help sort out the inevitable problems." The report adds that one of its sites "lost ground after successfully recruiting and training mentors because no one had responsibility for matching mentors and families. The frustrated volunteer mentors lost interest and eventually dropped out because they had no families to mentor."⁷⁹

Mutual Support

Successful programs are also skilled at helping elders support each other. Convening regular support sessions enables elder volunteers not only to commiserate and ventilate frustrations but to learn from each other. Out of this contact can come a set of attachments beyond those to the youth--attachments to each other. In successful programs, a community of older participants often forms around shared interest in the youth and common experience.

Mission Possible found that "Mentors confront serious family issues, and then they need to be supported and sustained through dialogue, prayer, celebration, and affirmation. They need a sounding board: a way to share their experiences and draw ideas and strength from others."⁸⁰

Training for Elders and Youth

Pre-service and in-service training can help elders develop an understanding of the circumstances of youth and realistic expectations about what working with young people, particularly young people coming from inner-city neighborhoods, will entail. As Nancy Henkin of Temple University points out, "We have found that most older adults appreciate an opportunity to learn new skills and knowledge. If the training is designed to build upon the life experiences of older adults, it usually contributes to the overall success of programs."

Programs have also experienced success orienting youth to the intergenerational concept prior to meeting with elders--working to avoid misconceptions and preparing young people to make the most of the experience.

Tasks and Settings

Another important aspect of program structure is tasks around which the relationships are forged. Simply placing elders and youth in a room and telling them to relate is, in most cases, a recipe for frustration and failure. Savvy programs are able to defuse initial discomfort through focusing attention away from the youth--since receiving help can be stigmatizing--and onto shared concerns. Foster Grandparent programs where the elder and teenage mother are working together to care for the child are examples of this approach. Another illustration comes from programs where elders are working with youth on probation. Many of these elders drive the youth to meet their probation officers. The car ride to and from the visit often turn out to be an excellent context for the two to converse and connect. Joint service projects where elders and youth are working together to help the community might well provide a similar opportunity for connection.

Successful programs are able to create an environment conducive to the formation of relationships. Many elders and youth are looking for the same things, in particular, a safe place to go, an informal environment, that is social in nature. Some programs can become safe harbors for youth and elders. This is particularly important when working in high-risk neighborhoods, where few such harbors exist. It is also important to provide safe transportation for elders and youth to these places.

Time and Consistency

Effective initiatives are also careful to provide sufficient time for elders and youth to be together on a one-to-one basis, and ensure consistency of contact over time. In many Foster Grandparent programs, the elders and youth will spend four hours together a week, every week, usually on the same day. There is

no substitute for logging this kind of time together if the aim is to provide support that is developmental in nature.

Effective Elders

In addition to structural features, P/PV has identified a number of lessons concerning the types of individuals and attitudes that seem to be most conducive to forming constructive bonds.

One important lesson in this area is that the elders who are best able to work effectively with youth are often not the successful "role models" so often selected by mentoring and youth development programs, but rather individuals who themselves have weathered hard lives. These individuals, often from the same class backgrounds as the youth, are more accurately characterized as "survivors" than as "successes." Their experience in the school of hard knocks often enables them to transcend social distance and let them use their own life events as relevant teaching tools.

Another lesson, emerging from research on the Linking Lifetimes demonstration, pertains to patterns of successful and unsuccessful relationships. Those elders who listened closely to youth, who were patient, who provided much reassurance, and who were attuned to the interests and needs of youth were found best able to forge the strongest ties. Those who entered the match with their own preconceived agenda and tried to enforce it upon the youngsters usually got nowhere, particularly those elders who forced youngsters to disclose feelings and information prior to the establishment of trust.⁸¹

CREATING INFRASTRUCTURE: MORE LESSONS FROM PRACTICE

While good program practices are necessary, they are not sufficient. The graveyard of elder service efforts is littered with solid programs that simply were unable to find a natural "home," couldn't locate continued funding and were stuck working in isolation.

A great many intergenerational and elder service programs find themselves operating without a sustaining infrastructure. As a result, these efforts are powered more often than not by heroic contributions on the part of dedicated entrepreneurs. However, counting on heroism is not realistic social policy; it is simply too rare and idiosyncratic.

The striking exceptions to the infrastructure void are the OAVP programs, which have managed to survive, grow, develop diverse support, and deliver volunteer services for nearly a generation. Their experience speaks clearly to the importance not only of solid program structures, but of institutional backing. It also

contributes to readjusting expectations about how long it takes to build an institution; in this case the process has required more than two decades of gradual construction.

The Quiet Revolution

Emmy E. Werner of the University of California-Davis describes the inception of the Foster Grandparent Program as the beginning of a "quiet revolution." This revolution included casting low-income seniors in productive roles, working with young people in poverty and with special needs. However, even more revolutionary was the role of the federal government. This role is worth reexamining at a time when voluntarism and government action are often thought to be in opposition to each other.⁸²

The OAVP programs place government in an **enabling role**, supporting and sustaining voluntary action through the provision of infrastructure--funding, technical assistance, program guidelines, research and other important functions. While much room for improvement remains in the performance of this role and in the execution of these programs, on balance, the role itself is a critical one.⁸³

Despite their essential importance, the notions of strengthening infrastructure and building institutions are often ignored in our deliberations and rhetoric about voluntarism. Far more prominent is attention to the virtues of individual altruism, or even to the need to improve programs. In reality, elder service, like most voluntary enterprises, requires all three to work: individual goodwill to start, a program structure to channel that goodwill productively, and an institutional framework to sustain and support the enterprise over time.

As Bellah and his colleagues contend in The Good Society: "One of the greatest challenges, especially for individualistic Americans, is to understand what institutions are--how we form them and how they in turn form us--and to imagine how we can actually alter them for the better."

The great challenge for elder service, over the longer term, will be building these institutional sustaining structures. Without them, programs will continue to come in and out of existence, rarely getting very far along the learning curve, all too often simply fading away.⁸⁴

THOUGHTS FOR THE FUTURE

Beyond stating that such institution-building is essential, and that government can play an important enabling role in this process, the question next becomes what expanded elder service--

whether it be some broader vision of an "Elder Corps" or "Senior Volunteer Corps" or any of the other labels invoked to convey this concept--might look like. This section will not attempt any grand plan, however, it will offer a set of thoughts about this vision and the policies necessary to make it a reality.

Guiding Principles

In contemplating the development of an expanded elder service institution, it is possible to articulate a set of core principles that should guide future deliberations and policy. These include a commitment to:

- o Blend government action with community-based decision-making, as practiced by both Foster Grandparents and RSVP;
- o Engage a wider range of older adults than is presently occurring through existing programs;
- o Develop an expanded menu of volunteer positions, in more diverse settings, than are currently available;
- o Make service opportunities available to older adults in every county and community around the country;
- o Conduct serious outcome and process research on exemplary program efforts around the country, and disseminate these findings widely;
- o Make a priority commitment to intergenerational projects, especially those responding to unmet needs of American youth--particularly young people growing up in poverty.⁸⁵

These principles should inform any future policy action designed to strengthen--to better "enable"--both community-based and government efforts aimed at improving and expanding elder service.

Policy Directions

Simultaneously, policy in this sphere should recognize the importance of strengthening both the non-governmental and governmental sectors.

One aspect of policy might be aimed at strengthening non-governmental service opportunities emanating from community organizations and community entrepreneurs, such as initiatives like the

Teen Moms and Work Connections programs and projects seeded by demonstrations like Mission Possible, Linking Lifetimes and Big Brothers/Big Sisters highlighted earlier. These policies might also provide opportunities and incentives for new partnerships between aging and youth organizations, and for other groups like churches and adults service clubs to experiment with intergenerational programming.

Other policy provisions should promote **integration, adaptation, expansion, and fortification of government-initiated elder voluntarism efforts**, most notably the OAVP programs, but also efforts coming out of other government agencies. Provisions in this area might also endeavor to make it easier for intergenerational efforts to become integrated into government service delivery systems, such as those in the area of criminal justice (now being attempted through P/PV's Lab Sites). Efforts might also be made to stimulate the creation of additional government-sponsored elder volunteer programs, adding to the somewhat restricted menu of current choices.

In both cases, the government's enabling role should include financial, technical and management support, and should be executed in a manner designed to complement and support--but never supplant--private efforts.

Locating the Enterprise

In contemplating where expanded elder service activities might eventually be lodged, one place deserving serious attention is the new Commission on National and Community Service, established as a result of the National and Community Service Act of 1990. This legislation, and the Commission, may ultimately be of great significance for elder service, even though its present focus is on youth and the services they can provide.

The Commission is still too new to say very much about it or judge its effectiveness, but it might well come to constitute an important step forward in the execution of government's enabling role in the service arena; in conception, it provides an interesting institutional model for how this role might be carried out; and it has been increasingly encouraging intergenerational service projects. The Commission's Serve-America initiative, for example, allows up to ten percent of funds for programs enabling adults--especially seniors--to volunteer in schools. Furthermore, the new body's broad mandate to stimulate "national and community service" leaves it open to a more active future role.

The Commission's very existence raises the issue of a central "service" agency, one with authority far beyond that now resting with this incipient entity. Such a central agency could help provide a higher profile for service activities and might help coordinate the disparate efforts of various agencies and groups.

Ultimately, the most valuable effect of promoting youth and elder service efforts under one roof might be their increased integration. We should aspire to a service institution that is itself fundamentally age-integrated, one that would not only emphasize creating opportunities for elders and youth to serve, but would also enable them to serve side-by-side.

NEXT STEPS

Building institutions providing well-conceived and widely accessible intergenerational service opportunities needs to be seen as a longer-term goal. Institution-building is usually a slow process, unfolding piece by piece, and not always linear in nature. As already argued, it has taken nearly a generation to establish the "quiet revolution" of the OAVP programs; moving to the next generation of elder service activity may take just as long.

Because such institutions are a longer-term goal does not mean, however, that we must simply await more propitious circumstances to step up our efforts. The present is a particularly good juncture for undertaking activity aimed at expanded intergenerational elder service: the OAVP programs come up for reauthorization in 1993; that same year the White House will hold its Conference on Aging around the theme, "Bonding between the Generations"; and the new National Service Commission will return to Congress with its recommendations in 1993. This confluence of events might well constitute an unusual policy opportunity, particularly in the context of the contemporary interest in voluntarism.

Specifically, action in at least three arenas warrants immediate consideration: research and demonstrations, organization building and policy exploration. Throughout discussing these next steps, as in the preceding sections, emphasis will be placed on working with tools and mechanisms already available, such as the Older American Volunteer Programs, established youth organizations, the National Service Commission, and Generations United. Many of the most important pieces for strengthening intergenerational elder service already exist; a primary need is for strengthening them, adapting them, and linking them together in creative ways.

Research and Demonstrations

There is a pressing need in the area of intergenerational elder service to **test out innovative settings, roles and collaborations**. This research and demonstration work will be essential for grounded progress--for better understanding the promise and limits of elder service, as well as for charting the best routes for navigating this terrain.

Indeed, recent initiatives, like the Linking Lifetimes demonstration, are beginning to illuminate some of these issues. Linking Lifetimes is exploring collaborations with Boys Clubs and incorporates a sophisticated research component. The new Big Brothers/Big Sisters demonstration, while conventional in the sense of working with elementary grade children in the schools, is breaking new ground as a major youth organization acting in partnership with groups like the Tuskegee Airmen, AARP's Volunteer Talent Bank, and the National Retiree Volunteer Center. This project, too, is planning an evaluation--although it remains too early to tell how extensive and probing this research will be.

Alongside these innovative projects, a set of additional demonstrations are in order. Three possibilities are listed below for illustrative purposes, but many others bear consideration:

- o Youth service corps are being started in many cities around the country. Many of these corps have expressed interest in engaging older volunteers to work alongside youth, train them in apprenticeship functions, teach parenting skills and perform a variety of other critical functions. These efforts provide an outstanding opportunity for demonstration and collaboration.⁸⁶
- o Since 1989, Foster Grandparent and RSVP programs nationally have been trying out new "Programs of National Significance," many of them focusing on at-risk youth and operating on a very small scale. Several of these models could serve as the basis for a demonstration, particularly efforts in which older adults are mentoring adolescents and providing family support to teenage mothers. Another aspect of this exploration could be a study of the effectiveness of the "Programs of National Significance" process as a vehicle for innovation.
- o Over the years, many of the prominent youth organizations--not only Big Brothers/Big Sisters, but Girls Incorporated, Boys and Girls Clubs, Camp Fire, and 4H--have experimented with involving older adults. A systematic demonstration involving one or more of these organizations would help test the intergenerational elder service notion in new settings and form a basis for replication if the efforts proved successful. Indeed, research has suggested that the environments

offered by these groups might be well-suited to fostering intergenerational bonds.⁸⁷

In conducting these demonstrations, it is essential to incorporate research that not only looks at attitude changes--the common staple of most research on intergenerational programs to date--but goes further. They should also examine developmental outcomes for elders and youth, the program implementation and relationship formation process, and broader, community-change variables.

Funding these demonstration and research efforts will likely need to come from the foundation community, as well as from United Way agencies. And there is reason for encouragement here. A number of major foundations, including the Carnegie Corporation, Commonwealth Fund, Lilly Endowment, Charles Stewart Mott Foundation, and Edna McConnell Clark Foundation, have expressed interest in this area in recent years and made grants for research and demonstration purposes.

Furthermore, a recent publication by The Foundation Center, "Aging: The Burden Study of Foundation Grantmaking Trends," finds that: "Intergenerational programming is a likely area for continued growth in funding." The report, based on an extensive survey of grantmakers around the country, adds that foundations and corporations are increasingly reluctant to appear to be choosing between the needs of elders and youngsters," and appear increasingly receptive to funding ideas that make it possible to aid both groups simultaneously.⁸⁸

Organization Building

A critical step toward strengthening the infrastructure and advocacy necessary to advance intergenerational efforts at a policy and program level is to **strengthen Generations United**. The creation of this organization was an important step forward for the field; however, its operations have consistently been handicapped by shortages of funding and personnel.

Adequately staffing Generations United, given its program and policy scope and the expectations that have been created for it, means, at a minimum, an Executive Director, a policy specialist, a program specialist, a data base manager and support staff.

A fortified Generations United would be able to provide technical assistance to local and state groups that are interested in setting up chapters of the organization. It would be able to adequately assemble a clearinghouse of intergenerational and elder service activities around the country, and to meet the tide of requests for such information. And such an organization would be better able to develop program activities, including demon-

strations like the one it is currently devising to bring elders and youth together in environmentally related projects.

A strong Generations United would also be in an excellent position to lobby for and help its members become more active in promoting intergenerational elder service--to promote collaborations like the one recently forged between AARP and the Coalition for America's Children. For starters, the organization might sponsor a working conference on the subject involving subgroups of its membership, such as the National Collaboration for Youth's program directors and counterparts at aging network organizations. This conference could focus on advancing the numerous elements of the existing Generations United policy agenda which are designed to strengthen intergenerational cooperation.

Policy Exploration

In addition to mounting appropriate research and demonstration projects, and strengthening the Generations United coalition, there is also a need to think through options for elder service and the public policies required to institute it.

Several years ago, such an exploration of the broader idea of national service culminated in Danzig and Szanton's volume, National Service: What Would it Mean? A comparable inquiry is needed in the area of elder service, perhaps setting out and evaluating different scenarios for such an enterprise, focusing not only on the field component, but on administration and legislation as well.

Such a volume might be produced under the direction of an advisory board including the four co-chairs of Generations United, the heads of the FGP and RSVP Executive Directors Associations, and experts in the field of elder service and youth development. It might serve as the springboard for a conference involving the members of Generations United, as well as interested policymakers and government officials. It would be ideal if the product could be completed by 1993, in time for the reauthorization hearings for the OAVP programs, the recommendations by the National Service Commission, and the White House Conference on Aging.

VI. FINAL THOUGHTS

In January 1984, Carnegie Corporation's Aging Society Project held a conference and issued the report, "Children and Elders: Intergenerational Relations in an Aging Society." The report concluded by recommending "increasing intergenerational contact through social programs," admitting that "there is little hard evidence" proving the worth of these efforts, counseling research "to discover what tangible benefits intergenerational contact will produce," but urging us to move forward nevertheless.⁸⁹

The report made this leap of faith to encourage action and research because it found that intergenerational programming addresses important needs in three related areas--demographic, developmental and political:

- o It "appears good for those older people who are lonely, have lost some of their interest in life, and suffer a diminished sense of self worth";
- o "There are so many children who are turned off, angry, disadvantaged or are failing in school and who need the kind of one-to-one attention older people can provide"; and
- o "Aside from the specific values to participants, an age-integrated society can help alleviate intergenerational tensions that may become more critical as our population ages."

The report goes on to propose sweeping changes, including not only major reforms to increase age integration in existing educational and social service institutions, but the creation of new "institutions that might bring young and old people together."

The subject of this paper has been the building of one such "institution"--elder service--on opportunities for older adults to contribute productively to society through serving, and through serving with, young people. The perspective offered is that a "quiet revolution" was launched with the creation of the Older American Volunteer Programs a generation ago, a revolution that remains incomplete today, but one that is worth building on.

Why should we go forward? In part, as the earlier Carnegie report states, because there is reason to believe that, done well, these efforts can potentially make our society more efficient, help many individual elders and youth, and forestall political conflict along generational lines.

But something even more fundamental is at stake. As James Fallows has observed, "People don't live in markets, they live in societ-

ies."⁹⁰ The survival of societies, and of the social fabric that binds them together, is ultimately dependent upon people--of different classes, from different ethnic groups, in different generations--recognizing their interdependence. Elder service efforts connecting older adults and youth contain the potential to bring individuals together in a way that helps them recognize and appreciate these essential ties.

As such, these efforts can help to preserve, perhaps resuscitate, what the 19th century Scottish philosopher Adam Ferguson called "the gift of society."⁹¹ Performed at scale, built on sturdy institutional foundations, elder service might actually help move us toward a society that is not only more pleasant to live in, but capable of reproducing itself over time.⁹² For it is only through growing up in such richly textured contexts that young people can come to appreciate "the gift of society," and understand their duty to pass it on.

ENDNOTES

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Executive Summary

Senior Volunteerism is increasing at a significant rate. Latest figures reveal that over 15 million Americans age 60 and older volunteered 3.6 billion hours of volunteer service valued at well over 40 billion dollars.

This particular study will look at the Retired Senior Volunteer Program. RSVP was established in 1971 "...to help retired persons to avail themselves of opportunities for volunteer service in the community" (P.L. 93-113, Title II, 201 (a), as amended). Since that time the number of projects has grown to the point where today there are 750 projects serving about 450,000 senior volunteers.

RSVP programs receive federal funds through the ACTION agency (the national volunteer agency) as well as local non federal funds. In fiscal year 1992, RSVP was appropriated \$34,128,000 federal dollars and \$33,600,000 non federal dollars for a total program cost of \$67.7 million dollars. In return the nation receives over 85 million hours of volunteer service annually. Using the minimum wage, a generally accepted minimum dollar value for volunteer services, RSVP'ers contribute over 400 million dollars of service annually.

RSVP volunteers serve at a wide variety of agencies/organizations and perform services that include tutoring students with special needs, educating senior citizens about the possible dangers of drug interactions, friendly visiting to the institutionalized, clerical assistants in social service agencies, and serving on Advisory Councils and Board of Directors.

In addition to the benefits reaped by society from senior volunteers, recent studies have found that volunteers are generally healthier, happier and more satisfied than their non-volunteer counter parts. It has also been found that volunteer participation has positive effects on levels of functioning.

It is estimated that there are over 20 million seniors who are not volunteering. The potential benefit to the individual and society at large of increasing the number of senior volunteers is staggering. Despite this data and recent presidential support for the concept of volunteerism, the voluntary sector has received minimal increases in federal financial support over the past 20 years.

This study attempts to support the case for increased financial support for senior volunteerism, specifically the Retired Senior Volunteer Program.

PART I Introduction and Literature Review

"America has long been noted for its reliance on voluntary efforts to promote the general welfare. As Alexis de Tocqueville noted in the early 1830's, Americans are joiners and most of the organizations they join carry on some form of voluntary service. 'Americans of all ages' he wrote, constantly form associations.... of a thousand kinds....to give entertainments, to found seminaries, to build inns, to construct churches, to diffuse books, to send missionaries to the Antipodes....to found hospitals, prisons and schools....I have often admired the extreme skills with which the inhabitants of the United States succeed in proposing a common object for the exertions of a great many men and induce them voluntarily to pursue it."¹

The United States was built by volunteers and the impact of their efforts has been tremendous over the years. In the colonial days volunteering was necessary for the survival of the community. During the mid 17th Century unorganized charity was provided to the poor and sick. "The true precursors of modern volunteers were the citizens who participated in the great charitable movement that swept the country during the 19th Century. The volunteers of that day established numerous societies that not only sought to give aid to the needy but also pressed for reforms that would improve social conditions, particularly in the poor sections of cities."²

¹ Thomas, William V., "Volunteerism in the 80's Editorial Research Reports., December 12, 1980 p.913

² Ibid., pp. 913-914

In more recent times the concept of volunteer has been elevated to the point where volunteers are now being viewed as a valuable natural resource. It was John F. Kennedy who escalated the elevation of the volunteer concept with the establishment of the Peace Corps in 1961. Lyndon B. Johnson's Great Society included the Creation of VISTA, a domestic version of the Peace Corps. Under Richard M. Nixon and his concept of "new volunteerism" the National Center for Voluntary Action was established in 1970 and in 1971 "citing the need to streamline the operation of all federal volunteer activities, Nixon issued an executive order creating the umbrella agency ACTION."³ Jimmy Carter personally demonstrated his support of volunteer activity through his active involvement with Habitat for Humanity. Ronald Reagan's emphasis was on developing public-private volunteer partnerships and George Bush reinforces and supports these partnerships through the establishment and the Points of Light Foundation.

This tradition of volunteering coupled with presidential and national support has resulted in the following staggering figures: In 1989 an estimated 98.4 million adults volunteered (both formally and informally) 20.5 billion hours valued at \$170 billion dollars.⁴ Voluntary activity accounts for six percent of the national economy

³ Ibid., p. 917

⁴ Gallup organization studies, Giving and volunteering in the United States, 1990 edition, Independent Sector, Washington, D.C. p. 2

and nine percent of total national employment.⁵

Voluntary activity has become such a significant part of this country that it is now considered the third sector; in addition to the business and government sector we also have the "voluntary" or "independent" or "non-profit" sector.

Because of its prominence and importance to the rest of the world the voluntary sector is being researched more and more. Topics of interest include: Who volunteers? Why do people volunteer? Where do people volunteer? What are the impacts of volunteering? Research is conducted on many levels and from many perspectives.

Because of its increasing growth one special area of interest is the senior citizen volunteer. As people live longer and retire earlier there is a vast pool of potential volunteer strength amongst the elderly. In 1991 "over 41 percent (15.5 million) of the 37.7 million Americans 60 years of age and older performed some form of volunteer work in the past year...seniors volunteered an estimated 992 million days generating 3.6 billion hours of volunteer service during 1990"⁶ valued at close to 30 billion dollars.

"Fourteen million older Americans (37.4 percent) are potential

⁵ Van Til, Jon "The Three Sectors: Voluntarism in a Changing Political Economy, Journal of Voluntary Action Research, January-June 1987 p. 50

⁶ Marriott Senior Living Services and United States Administration on Aging, Marriott Seniors Volunteerism Study. April 1991 p. 1

volunteers who are or may be willing to volunteer if asked."⁷

While these figures are staggering and greatly impact society, relatively little research has been conducted on volunteers. Perhaps the most pressing question is why do people volunteer? "Evidence that certain personality characteristics are associated with increased helping has led to the claim that there is an altruistic personality."⁸ While the relationship of altruism to volunteering is an important one that has received much attention there are no final conclusions to date. Some researchers have shown that what initially appears to be altruistic turns out to be partially motivated by self interest-egoistic interests. (See studies by Naylor, 1967, Stanton 1970, Lobb 1979). These studies have led to the development of thinking of "volunteering in terms of social exchange theory. Social exchange theory contends that all interactions are based upon an exchange of costs (what one gives - the altruistic aspect of Volunteering) and rewards (what one receives-the egoistic aspect of volunteering). And to sustain a volunteer effort over time the rewards to the volunteer must exceed or at least balance the costs."⁹

Other researchers have explored egoistic alternatives to the

⁷ Ibid.,

⁸ Batson, C.D.; Bolen, M.H.; Cross, J.A., and Neuringer-Benefiell, H.E.. "Where is the Altruism in the Altruistic Personality?" Journal of Personality and Social Psychology, 1987 vol. 50, No. 1, p. 212

⁹ Phillips, M. "Motivation and Expectation in Successful Volunteerism." Journal of Voluntary Action Research, 1982 p.118

altruistic/empathetic hypothesis wherein they propose that either "(a) the prosocial motivation is directed toward the goal of obtaining social or self rewards (i.e., praise, honor or pride) or (b) that this motivation is directed toward the goal of avoiding social or self-punishments (i.e., censure, guilt and shame)."¹⁰

As noted above, the discussion of the importance of altruistic characteristics in volunteering has not been resolved and needs to be further researched.

What is known from the very recently completed Marriott Seniors Volunteerism Study is that when asked why they volunteer "eighty-three percent of seniors said they performed volunteer services in order to help others, while 65 percent did it to feel more useful or productive. Slightly over one-half of those asked felt they volunteered to fulfill a moral responsibility (52 percent) and almost one-third volunteered because they felt volunteering was a social obligation. One out of four seniors volunteered as a way of finding companionship and only five percent volunteered to alleviate feelings of guilt."¹¹

What is much easier to decipher and also well documented is where people volunteer. The Independent Sector found that "an overwhelming majority (of volunteers) prefer to volunteer for private, nonsectarian charitable organizations (54 percent), or

¹⁰ Batson, C.D. Dyck, J.L; Brandt, J.G; Powell, A.L; Mc Master, M.R; and Griffitt, C. "Five Studies Testing Two New Egoistic Alternatives to the Empathy - Altruism Hypothesis." Journal of Personality and Social Psychology, 1988, vol. 55, No. 1 p. 52

¹¹ Marriott, p. 2

religious organizations (45 percent). To a much lesser extent, respondents reported that they preferred to volunteer for a government agency or organization (12 percent) or a for-profit organization (8 percent)."¹² Even more specific were the findings of the Marriott Study where it was determined that "57 percent volunteered their services to church or religious organizations, followed by social service agencies (32 percent), civic or cultural organizations (25 percent) schools or educational institutions (22 percent), and health-related organizations. Less than 10 percent volunteer time to a political party or campaign."¹³

Another question that is gaining more and more attention is what are the impacts of volunteering on the individual and the community at large? The most striking individual impacts are noted amongst the senior volunteer population when compared to seniors who do not volunteer. Hunter and Linn (1981) found senior volunteers "to have significantly higher degree of life satisfaction, stronger will to live, and few symptoms of depression, anxiety and somatization. Since no differences were found on most demographic or background variables, participation in volunteer work appears to be the salient factor in explaining psychosocial differences between volunteers and non-volunteers."¹⁴

¹² Gallup p. 196

¹³ Marriott, p. 2

¹⁴ Hunter, K.I., Linn, M.N., "Psychosocial Differences between Elderly volunteers and non-volunteers," International Journal on Aging and Human Development 1980-81, volume 12 (3) p. 205

While similar findings have been reported by Payne (1977), Fengler (1984), Cohen-Manfield (1989), "Rosenblatt found that older persons who are working are better adjusted to their life situation than those who are not working. Monk and Cryns found that those showing an interest in volunteer activities were more apt to feel well and able, have more community interest and knowledge and believe that they have something to offer. On the other hand, Corp found that happiness, increased self concept, greater numbers of social relations, and satisfaction with the way one's day was filled was significantly different only for the elderly group engaged in paid rather than volunteer work."¹⁵

ACTION, the national volunteer agency has conducted several impact studies on their older American volunteer programs and have also found that volunteer "participation is associated with improved or stable levels of functioning while noticeable decrements in functioning are evident among non volunteers...The functional capabilities of continuing volunteers tended to improve or remain stable over time, while those of non volunteers diminished, thereby indicating strong evidence of the beneficial efforts of continued (volunteer) participation."¹⁶

At the same time that the individual seems to benefit from volunteering, the community seems to benefit as well. As noted above, in 1989 volunteers served 20.5 billion hours valued at \$170

¹⁵ Ibid., p. 206

¹⁶ Booz, Allen and Hamilton, Inc., Ed. National Retired Senior Volunteer Program Participant Impact Evaluation. Final Report prepared for ACTION, Washington, D.C., 1985 p. 4

billion dollars. These figures clearly demonstrate that the voluntary sector (sometimes referred to as the independent sector) has become central to society. Van Til analyzed the voluntary sector "from the perspective of its place in an integrated political economy...and concludes the task of self-management requires not only the consistent meshing of the gears of the three sectors in interaction, but also the development of the particular contributions volunteerism can provide in the political economies of modern societies. It also requires the further development of a theoretical perspective that sees voluntary action in a broad societal context, as an integral and key component in the national political economy, infusing both business and governmental activity."¹⁷

¹⁷ Van Til, p. 60

Part II METHODOLOGY

While volunteering has become an increasingly more popular research topic, most of this research looks at the population at large and except for the Marriott Seniors Volunteerism Study (1991) most research on senior volunteerism is rather dated. ACTION, the national volunteer agency, has conducted research on its specific programs but that too is rather dated.

Currently available literature clearly identifies the type of persons who is likely to volunteer, motivations for volunteering and benefits of volunteering. This study will attempt to update or add to the current literature, specifically on senior volunteerism.

For this study senior citizen is considered anyone age 60 and over. This study will focus solely on participants in the Retired Senior Volunteer Program which is a federally supported national program with 750 projects serving almost a half million senior volunteers.

This study has been conducted using a rather lengthy questionnaire. It was mailed to 500 RSVP volunteers across the country and was designed in such a way that it will help define who participates in the program, what their motivations are and what are the benefits of their volunteering. Two hundred and thirty nine questionnaires were returned - a 47% rate of return.

In an attempt to get a representative sample, two projects per state were randomly selected and each of those project directors was requested to randomly choose five volunteers from their project. All responses were returned directly to the researcher

for purposes of anonymity.

In an attempt to research a representative sample of participants in a national program, a mailed questionnaire appeared to be the only appropriate research design. Distances and finances made any form of personal contact financially prohibitive.

In most instances the questions regarding demographics and physical and mental health are replications from the OARS (Older Americans Resources and Services) Multidimensional Functional Assessment Questionnaire which was designed by the Duke University Center for the Study of Aging and Human Development and which was copyright in 1975. This questionnaire was developed specifically for the purpose of the ACTION Agency. Using these same questions will allow for comparisons between program participants in 1985 and 1992.

The questions regarding motivations are replications from the national survey just completed in 1991 by the Independent Sector: Giving and Volunteering in the United States.

Use of these questions will allow for a comparison between senior volunteer and the general public. Are their motivations similar? Are the benefits (both personal and societal) similar?

The questions regarding perceived benefits will clarify the importance of volunteering to the individual, the agency served and the welfare of this country. The benefits will finally be reviewed in relation to the cost of operating such a program.

It is expected that the benefits will be significant and will

support the researchers hypothesis that money spent on operating an RSVP program is money well spent.

Part III Results and Findings

A. Demographics

Who is the typical RSVP volunteer?

In the RSVP study the typical volunteer is a 73 year old white, married female with some post high school education who had an average income of \$15,000 and had been a member of RSVP for ten or more years.

In the 1985 ACTION study¹⁸ the typical volunteer was a 72 year old white, widowed female with a high school education who had an average income of \$9,000 and had been a member of RSVP for 7.2 years.

Hence the RSVP study generally supports the ACTION study. In both studies the respondents were typically white females about 72 to 73 years old with a minimum of a high school education.

However in the RSVP study respondents were more likely to be married (46%) than those in the ACTION study where 50% were widowed. The respondents in the RSVP study had a much higher income than the ACTION study respondents. This discrepancy might be a result of inflation between 1985 and 1992, a change in marital status (two income family vs. single income) or a real increase in income.

¹⁸ Op. cit.

Who Is The Typical RSVP Volunteer?

RSVP Study		Action Study	
Woman	(74%)	Woman	(80%)
73 Years of Age		72 Years of Age	
White	(93%)	White	(86%)
Married	(46%)	Widowed	(50%)
High School Education Minimally	(86%)	High School Education Minimally	(60%)
Average Annual Income	\$15,000	Average Annual Income	\$9,000
RSVP Member More Than 10 Years	(22%)	RSVP Member More Than 7.2 Years	

Is he/she a physically healthy older adult?
 Is he/she an emotionally/mentally healthy older adult?

RSVP volunteers are physically and emotionally healthy. They rate their eyesight, hearing and overall physical health as good to excellent. They rate their emotional health as average or better and are generally satisfied with life and find it exciting.

These findings support the 1985 ACTION survey which found that participants were indeed healthier (both physically and emotionally) than non-participants and that "participants displayed significantly better levels of functioning than non-participants (the comparison group). The functional capabilities of continuing volunteers tended to improve or remain stable overtime, while those of non volunteers diminished, thereby indicating strong evidence of the beneficial effects of continued RSVP participation."¹⁹

¹⁹ Ibid. , p. IV

Is He/She A Physically Healthy Older Adult?		
RSVP Study	Action Study	
Physically Abled		
Eyesight-Good to Excellent	(91%)	
Hearing-Good to Excellent	(74%)	
Overall Health-Good to Excellent	(71%)	
Health Compared to 5 Years Ago-	(77%)	
About the Same	(82%)	
	Overall Health-Good to Excellent (76%)	
	Health Compared to 5 Years Ago-	
	About the Same	

Is He/She An Emotionally/Mentally, Healthy Older Adult?	
RSVP Study	Action Study
Mental/Emotional Health-Excellent (46%)	Mental/Emotional Health-Average or Better (85%)
Mental/Emotional Health Compared to 5 Years Ago-About the Same (78%)	Compared to 5 Years Ago-About the Same
How's Life-Exciting (50%)	How's Life-Exciting (47%)
Life Satisfaction-Good (81%)	Life Satisfaction-Good (75%)

Modal Response

How can we describe typical voluntary behavior?

In the RSVP study the majority of the volunteers served in a human service organization (51%), as a Board/Committee member (37%) where they volunteered between fifty one and one hundred hours every three months (28%).

In the 1990 national survey conducted by the Independent Sector²⁰ respondents were likely to serve in a religious organization (29%) in a position that was not clearly defined (27%), where they volunteered an average of sixty hours every three months (35%).

While both studies had similar findings in the number of hours served, they differed drastically in agency served and volunteer assignment.

RSVP volunteers served predominantly in human service organizations (51%), health organizations (38%), public/society organizations (37%), religious organizations (35%) or education organizations. Their volunteer assignments included: Board or committee member (37%), Aide/Assistant to paid employee (35%), assisting elderly/handicapped social service recipient (35%) or friendly visitor (35%).

The Independent Sector volunteers served foremost in religious organizations (29%), followed by informal organizations (26%) educational organizations (16%) youth development organizations (15%) and human service organizations. Their assignments fell into four major categories: vaguely defined positions (27%),

²⁰ op. cit.

aide/assistant to paid employee (8%), assisting elderly or handicapped (7%) or as a board/committee member (5%).

It is interesting to note the differences between the RSVP study and the Independent Sector survey where there seems to be no commonality in the agencies served or on the volunteers' assignment. Further research would be necessary to determine the reasons and/or explanations.

How Can We Describe Typical Voluntary Behavior?

RSVP Study		Independent Sector Survey
Human Services Health Public/Society Religious Organization Education	<u>Volunteer Station</u>	Religious Organization (29%) Informal (26%) Education (16%) Youth Development (16%) Human Services (14%)
	<u>Volunteer Assignment</u>	Don't Know (27%) Aide/Assistant to Paid Employee (8%) Assisting Elderly or Handicapped (7%) Board/Committee Member (5%)
	<u>Hours Served Tri-Monthly</u>	More than 60 Hours (34%) Under 50 Hours (59%)
	Board/Committee Member	
	Aide/Assistant to Paid Employee Assisting Elderly or Handicapped Friendly Visitor	
Between 51 and 100 Hours Under 50 Hours		

B. Motivations

What motivates people to begin volunteering?

When the participants in the RSVP study were asked what motivated them to begin volunteering they responded either being asked (38%) or participation in another organization (37%).

The reasons they first started volunteering were primarily because they wanted to do something useful (63%) or because they thought they would enjoy the work and would feel needed (63%).

The Independent Sector, in their 1990 survey, found similar results. When the participants were asked what motivated them to begin volunteering they also responded being asked (40%) or participation in another organization (41%). When they were asked what was the reason for first volunteering they also responded they wanted to do something useful (60%) and that they thought they would enjoy the work and would feel needed (35%).

The findings in both of these studies were very similar in most respects. The one major difference was in the responses given for first volunteering. In the RSVP study 63% of the participants responded they wanted to do something useful. Sixty three percent also noted they thought they would enjoy the work and would feel needed.

In the Independent Sector survey 60% of the participants responded the reason they first volunteered was that they wanted to do something useful but only 35% responded they began volunteering because they thought they would enjoy the work and feel needed.

What Motivates People to Begin Volunteering?	
RSVP Study	Independent Sector Study
<u>What Motivated You To Begin Volunteering</u>	
Being Asked (38%)	Being Asked (40%)
Through Participation in an Organization (37%)	Through Participation in an Organization (41%)
<u>Reason For First Volunteering</u>	
I Wanted to do Something Useful (63%)	I Wanted to do Something Useful (60%)
I Thought I Would Enjoy the Work, I Would Feel Needed (63%)	I Thought I Would Enjoy the Work, I Would Feel Needed (35%)

What motivates people to continue volunteer?

RSVP volunteers continue to volunteer because they want to do something useful (68%) and they enjoy the work and feel needed (57%). They are motivated to volunteer by a sense of personal satisfaction (75%) and a desire to help others with less (48%). They volunteer in hopes of accomplishing the following goals: making good use of their free time (79%), helping individuals meet their material needs (50%), helping grassroot organizations (41%), improving the cultural life of the community (36%) teaching people to be more self-sufficient (35%), and increasing opportunities for others (32%).

Fifty percent of the RSVP participants volunteer more time now than they did three years ago while 37% serve the same number of hours as they did three years ago. Those that volunteer more state they do so because they have more time (17%), they are more concerned now (15%) and their interests have expanded (11%).

While the majority of the RSVP volunteers have not refused a request for volunteering (59%), of those that did they state the following reasons; their schedules were too full (75%) or health reasons (22%).

The respondents in the Independent Sector survey stated they continue to volunteer because they want to do something useful (57%) and they enjoy the work (38%). They are motivated by a sense of personal satisfaction (80%) and a desire to help those with less (67%). Through their volunteer efforts they hope to increase opportunities for others (80%), find cures for diseases (78%), help

individuals meet their materials needs (72%) and to make good use of their free time (69%).

Thirty seven percent of the Independent Sector volunteers serve more hours than they did three years ago and do so because they have more free time (62%), they are more concerned now (11%) and that they now have expanded interests (11%).

While the majority of the Independent Sector volunteers have not refused a request to volunteer (75%), of those that did they stated it was due to health reasons (37%) and an already busy schedule (29%).

While in most cases the findings in these two studies were rather similar there are some very significant differences between the goals the participants hoped to accomplish through volunteering. While 78% of the Independent Sector respondents volunteer in hopes of finding cures for diseases only 5% of the RSVP participants noted curing diseases as a goal of their volunteering. Similarly 80% of the Independent Sector volunteers responded increasing opportunities for others was the goal of their volunteering while only 32% of the RSVP volunteer participants acknowledged it to be a goal of their volunteer effort. Another significant difference in the goals volunteers hope to accomplish was in the response-helping individuals meet their materials needs. In the Independent Sector survey 72% of the respondents noted it as a goal while only 50% of the RSVP volunteers noted it as a goal.

What Motivates People to Continue Volunteering?	
RSVP Study	Independent Sector Survey
<u>Volunteer?</u> I Wanted To Do Something Useful (68%) I Thought I Would Enjoy Doing the Work (57%) <u>What Motivates You To Volunteer?</u> Sense of Personal Satisfaction (75%) Helping Those with Less (48%) <u>What Goals Do You Hope to Accomplish?</u> Making Good Use of My Free Time (79%) Helping Individuals Meet Their Material Needs (50%) Increasing Opportunities for Others (32%) Finding Cures for Diseases (5%) More Time (50%) <u>Why Do You Give More Hours?</u> I Have More Free Time (17%) More Concerned (15%) Expanded Interest (11%)	I Wanted To Do Something Useful (57%) I Thought I Would Enjoy Doing the Work (38%) Sense of Personal Satisfaction (80%) Helping Those with Less (67%) Making Good Use of My Free Time (69%) Helping Individuals Meet Their Material Needs (72%) Increasing Opportunities for Others (80%) Finding Cures for Diseases (78%) More Time (37%) I Have More Free Time (62%) More Concerned (11%) Expanded Interest (11%)

What Motivates People to Continue Volunteering? (Continued)	
RSVP Study	Independent Sector Survey
Have You Refused a Request to Volunteer in the Past?	
No	No (75%)
Why Did You Refuse?	
Schedule Too Full Health Reasons	Schedule Too Full Health Reasons (29%) (37%)

C. Benefits

What do people perceive as the benefits accrued from volunteering to the volunteer himself/herself?

The RSVP volunteers were asked four questions concerning the benefits they derived from volunteering. These questions asked to what extent volunteering helped them remain active and remain interested in current affairs and to what extent volunteering contributed to a happy and healthy outlook on life and a sense of self satisfaction.

When asked to what extent volunteering helped them remain active, 72% of the respondents said to a large extent while 23% said to some extent. When asked to what extent volunteering has helped them remain interested in current affairs, 56% responded to a large extent while 34% responded to some extent. Regarding the impact volunteering has on their outlook on life, 65% responded volunteering contributed to a large extent on their outlook on life and 35% responded volunteering contributed to some extent on their outlook on life.

Most striking of all, was the extent volunteering has contributed to a sense of self satisfaction; 72% responded to a large extent, 25% responded to some extent and only 1% responded that volunteering has had no impact on their sense of self satisfaction.

What do people perceive as the benefits accrued from volunteering to the agency/community served?

The RSVP volunteers were asked what benefits the agency served receives from volunteers. An overwhelming majority (75%) responded the agency is able to provide better services while 56% responded the agency saves money and keeps in tune with the needs of the community. Fifty one percent responded that the agency is able to provide more humane services.

The volunteers were then asked what benefits the community receives from volunteer's services and 69% responded the community is able to provide more services. Fifty eight percent responded their volunteering helps provide for a stronger sense of community while 56% responded the community is able to save money. Only 18% of the respondents believe there are less needy people because of their volunteer efforts.

What Do People Perceive As The Benefits Accrued From Volunteering to the Volunteer Himself/Herself?			
	Large Extent	Some Extent	No Impact
Remaining Active	72%	23%	.4%
Remaining Interested	56%	34%	.8%
Remaining Emotionally/Mentally Healthy	65%	35%	.3%
Sense of Self-Satisfaction	72%	25%	.1%

What Do People Perceive as the Benefits Accrued From Volunteering to the Agency/Community Served

	Agency Served	Community Served
Save Money	56%	56%
Provide More/Better Services	75%	69%
Effect on Community	56%	58%

How important do people perceive volunteers to be to the agencies served and the welfare of this country?

When the RSVP volunteers were asked how important are volunteers to the agency they serve, 51% responded the agency is absolutely dependent on volunteers while 55% responded the agency relies heavily on volunteers. Only 17% of the respondents noted the agency's reliance on volunteers was limited.

When asked how important volunteers are to the welfare of this country 28% of the respondents noted the welfare of the country is absolutely dependent on volunteers while 68% of the respondents noted the country relies heavily on volunteers. Another 16% feel the welfare of this country relies to some extent on volunteers.

How Important Do People Perceive Volunteers To Be To The Agencies Served And The Welfare Of This Country?		
	To The Agency Served	To The Welfare Of This Country
Absolutely Dependent	51%	28%
Relies Heavily	55%	68%
Relies to Some Extent	17%	16%
Relies Minimally If At All	0%	0%

D) Volunteer Recommendations and Comments

To what extent would current volunteer recommend volunteering to friends/relatives?

RSVP volunteers were asked to what extent they would recommend volunteering to friends/relatives and 72% noted they would strongly recommend while 24% noted they would recommend volunteering to family/relatives. Only 4% stated they would recommend with reservations and not a single respondent stated they would not recommend volunteering.

To What Extent Would Current Volunteers Recommend Volunteering To Friends/Relatives?	
Strongly Recommend	72%
Recommend	24%
Recommend With Reservation	4%
Would Not Recommend	0%

Additional Comments

1. Volunteer work extends the life of the volunteer as well as serving the community. With harder times ahead, the survival of democracy and maintenance of our standard of living needs volunteers. I've heard that volunteers live longer than non volunteers. I believe it.
2. I have volunteered at the VAMC for 45 years and won the highest award the Va gives.
3. Have been a volunteer for 15 years and have over 8,000 hours. Love volunteering and miss being able to do more than I am able to do.
4. I enjoy doing volunteer work because I need to keep busy. I am retired and have time for extra jobs to keep me busy.
5. I greatly enjoy my volunteer work. I enjoy being with others - meet many new friends - keeps me from being lonely - makes me feel happy and needed - keeps me mentally alert - I feel needed and help accomplish many worthwhile things. Have met many new types of people - cooperate with others. Feel my life is worthwhile.
6. It is in the best interest of our country to help on a basic level for all of us, to cooperate in the needs of each, and to help our self images.
7. Folks working with groups of people are offering a most valuable service. To keep busy is to keep healthy - physically, mentally and emotionally. Their variety of activities gives an outlet to any personality. On the other side, business can provide more services when these little jobs are freely taken care of.
8. The group where I volunteer makes me feel very important. They are friendly and were there to help at a time when I needed it so badly. They are a caring group of people.
9. The basic reason why I volunteer, in whatever agency or endeavor, is that I came from a family for whom service is a way of life; it is in my genes, I guess. I am also interested in knowing what makes the world go round. As to why I choose certain areas, my experience has been that to be on an ad hoc task force to determine mental health needs in our country and available providers. That led to newly formed Mental Health Services Board Member which led to membership in a citizens watch dog group concerned with mental health. Recently I was on a committee charged to obtain volunteers for the State M.H. Hospital and to raise funds to provide extras for patients; above and beyond state budgets - T.V.'s, music systems, easy chairs, etc. And so it has been in other areas.

10. I feel good helping others.
11. My comments are volunteering keeps you active.
12. I believe any senior citizen who does not volunteer is really missing a lot in life. It certainly makes life more worth living. My Lord and Savior teaches us to help one another and what better way than to volunteer.
13. I have been a hospital volunteer since January 1977. I have accumulated hours exceeding 9,000. I usually serve 60 or more hours each month.
14. I feel all seniors should volunteer if they are able. Volunteering keeps one from becoming stagnant, and out of touch with the real world. It sharpens your brain, makes you aware of how much you can gain by exposure to the different facets of the world around you...so much so there is no time to wallow in self pity and boredom - in my opinion a primary cause of depression.
15. I would like to volunteer more, but I do all I can manage and do well and not neglect my home and family.
16. It will be very interesting to learn the results of your study. Is there a regional pattern with respect to area and type of community.
17. I enjoy people. I have worked with diversified types. I have learned a great deal about relationships with different races and classes.
18. Come from family that believes you always give the way you can to the community you live in.
19. I volunteer to get together with a bunch of women. We have coffee and lunch and can visit. I feel better getting out of the house and being with people. I also call bingo at County Meadows and it really pleases them.
20. I really enjoy my work.
21. Volunteering has really enhanced my life to some extent.
22. Volunteering keeps me happy.
23. I do most of my volunteering in memory of my late mother. I love to meet people. The county library has a children's department and I work 3 1/2 hours a week. I love kids. I am also in Hawaiian Dancing. I help with meals at our Senior Center and help the handicapped. I make new people (seniors) welcome.
24. I am involved in RSVP, Human Services Department, Council on

Aging, American Red Cross, Church groups and a community emergency action team.

25. I feel there should be a question regarding age of recipient of volunteer services (youth, adult, senior).

26. Much volunteer work is performed outside of organized programs. Senior volunteers tend to prefer programs which allow flexible schedules consistent with their own activities. Very few want a full time activity. Many potential volunteers in skilled areas could be recruited if the needs could be better defined and advertised.

27. At 70 being a volunteer has kept me active, alert, interested in others, feeling that I am still in the main stream of life.

28. Thank you for letting me express my views. All I know is that your work in getting this report together is very important and I hope your efforts will be fruitful.

29. Volunteering is a wonderful way to keep from stagnating after retirement. A great way to keep in touch with life.

30. After the loss of my spouse I was in a lost state - was asked to be a volunteer - tried it and it turned my life around

31. I have volunteered most of my adult life. Having served in my church all my life. Over 30 years of Boy Scout work. In retirement I have served on many boards and advisory councils of the agencies of aging.

32. I have been the recipient of volunteers. I believe all Americans need to feel the need to help others. Some Americans have abused and not appreciated the assistance they have received from volunteers, some how we need to change that attitude.

33. I enjoy doing volunteer work - keeps my mind active - it is good for me as well as it is helpful to the ones I aid.

34. Our county saves quite a lot of money because older adults volunteer their time, talents and themselves. We are a priceless commodity to this county and United States.

35. I feel all people that are retired should volunteer because it helps them not to sit around and be sorry for themselves. Gives a better state of mind also a clear one. Still being useful in their retirement life.

36. I look forward to helping out in any way I can for RSVP.

37. I believe volunteering could help the welfare of the country and might reduce costs.

38. I receive as much or more than I give! A great satisfaction.
39. Volunteering takes one beyond themselves which is necessary to a healthful mental attitude, which in turn helps the physical condition.
40. There was a time when I was more active. I had a regular volunteer job but had to give it up because of arthritis.
41. Volunteering is a good way to combat loneliness.
42. Ones work and satisfaction can only be measured by service to others.
43. Not only do we like volunteering but we have met many interesting people and made many new friends who have enriched our lives. It's great! Thank you for selecting us to participate in your project.
44. Volunteering has made me a better person and also made me new friends. People sort of develop a sense of trust in you. At my station they call me reliable and devoted to my job. Also on time compared to some of the workers.
45. I truly enjoy volunteering and I will do it for the rest of my life. It gives me a great deal of satisfaction and I feel very good about myself when I do it.
46. In some instances elderly volunteers do not receive the respect they deserve from paid employees. This sometimes is a problem.
47. I am in my sixteenth year of delivering meals on wheels. God willing, I shall continue to do so. I have many interests in my life.
48. I believe each individual should live intentionally to leave the world a better place. To believe their community may become the best of communities and work with others to achieve a better community, a better world.
49. Many of my responses were tempered by the fact I began volunteering at the age of 21 (after service in War II) in Boys Club work which culminated in serving as member of the Board of Directors. This service spanned over a period of 32 years. This association with youth activities branched in assisting in drives that effected the youth of our community. Although I am no longer associated with youth organizations I still am interested with youth organizations. My current interests are mainly in the area of the problems of homeless, seniors and feeding the poor.

50. Volunteering is a great way to help other people. I have lived in Michigan all my 80 years, and have made many new and wonderful friends simply by doing volunteer work. In 1985 I was given the privilege of flying to Washington, D.C. to meet with volunteers from all of our U.S. It was great! I felt very honored to hear Mr. Reagan speak and I met with many of our elected officials.

51. I felt I needed something to keep me off of the streets and out of bars in my future. I have been a member of RSVP for over 12 years.

52. A lot of older people would feel better and happier if they became involved with volunteer work instead of sitting home and feeling sorry for themselves. When I lost my husband I think volunteer work helped me pull through it. It keeps me busy and is very good for me. I used to put in 200 to 300 hours a month.

53. I do enjoy doing what I do. I like being around people - I just try to do the best I can - help out where I can.

54. I spent 12 1/2 years in the 60's and 70's in East Africa working with the U.S. Foreign Aid Program and as a result have spent most of my time in retirement lecturing and exhibiting to several thousand people. My feeling is that if you have a talent or experience, share it.

55. I love my volunteering work regardless of what I do and I love my dear friends -black and white. When I am volunteering I do not do it with a frown but always wear a smile.

56. Volunteering helps keep one interested, alert to current affairs and happy to see accomplishments done and improvements made. These pluses are not started, in my case, with the RSVP program but have gone on for years.

57. I literally started volunteering at 13 and have served humanity since then. I am 70 years old and thank God for being mentally alert, healthy, and able to serve.

58. I have friends and relatives who I've benefitted from volunteer work, friends and relatives have seen how I enjoy and benefit so now they have become volunteers and enjoy their volunteering services - I would feel lost with helping in our volunteer program.

59. Volunteering is mutually beneficial to the person(s) receiving help and the helper. The volunteer helper benefits physically, socially, and emotionally. He/she should be thankful for the opportunities to serve and that he/she is healthy enough to serve.

60. My husband and I feel our volunteer work is so worthwhile. It is such a satisfaction to be able to help provide these much needed services. We feel there should not be any lonely people since there are so many volunteer services available.

61. I volunteer in a hospital in a critical area and it is so fulfilling in helping the ill and their families. I come home tired but never without the feeling that it had been a good day--drying tears, saying prayers with people who are in need gives me the greatest feeling in the world.

62. I am a cancer survivor and felt that I owed God thanks for giving me all of these years of life. I retired twelve years ago, and dedicated most of my time to volunteering - what better way to repay Him than to help the less fortunate?

63. Volunteering has made retiring fun--and this is what I tell everyone. RSVP opened a wonderful world to me, when I needed it.

64. I enjoy RSVP very much - you go to different places, do different things, meet all sorts of people and if you are depressed, ill or just plain "feel sorry for yourself," volunteering is the best medicine to get you going again. There are so many people that need help, that your problem is small when you compare life with the unfortunate. I have legs to walk, arms to help, eyes to see good in people, ears for understanding and a heart to give anything I can! Those are my reasons for volunteering.

65. A Couch Potato I'll never be, to keep young you stay active helping others in so many ways, and I love people and doing these chores. Forget your troubles, aches and pains, put on a happy smile and go to your station, makes a better person of all of us.

66. Volunteering saved my life and health 20 years ago after a tragic illness. I had to leave again after a serious operation and again it is saving my life.

67. I am very happy to be in this volunteer program. I miss seeing the people I made friends with over a period of years. This program gets me out of my apartment and gives me something to do, help others with their problems and make mine seem a lot smaller. So many people were kind and most helpful to me when I was growing up and feel like I am repaying a small part of that back by doing what I can for other people.

Part IV Recommendations

This study does indeed support the findings of rather recent surveys on volunteers in general and senior volunteers in particular.

RSVP volunteers are predominately white females who are physically and emotionally more functional than their non volunteer counterparts. The majority of them have been volunteering since retirement and started because they were asked and continue because they enjoy the work and feel needed. As time goes on they give more hours and are motivated by the personal satisfaction gained from volunteering. Furthermore, volunteering meets their personal need of making good use of free time and society's need to provide more and more humane services while saving money. These volunteers recognize the agencies' need for volunteers and the country's dependency on volunteers. Lastly, an overwhelming majority of senior volunteers state they would strongly recommend volunteering to their friends or family.

Couple these findings with the astronomical health care costs of the elderly, the overwhelming social problems in this nation, the rapid increases in the number of persons age 60 and over and the low cost to benefit ratio of the RSVP program and it becomes very clear that it's in the best interest of this country to further support volunteerism. The preceding data leads to the following recommendations:

- 1) further research be conducted on volunteers in general, and senior volunteers in particular.

- 2) further education for all volunteer directors/recruiters on the motivators and benefits (personal and societal) of volunteers and the means to incorporate these particulars in their programs.
- 3) the need for persons in decision making positions to be more familiar with the rapid growth in both scope and importance of the voluntary sector.
- 4) a significant financial increase in the appropriations for volunteer programs in general and senior volunteers in particular. With a very low cost to a high benefit ratio it behooves this nation to make a serious financial commitment to volunteerism and in turn the welfare of this nation.
- 5) a significant increase in the Retired Senior Volunteer Program funding to allow for further development and increases participation. Since RSVP is already a low cost nationwide volunteer program with a track record of about 20 years increased funding would allow for further growth in scope and breadth and would provide the country with a \$5.00 to \$1.00 return on its investment.

Appendix I

PLEASE CHECK ALL THAT APPLY:

Responses in percentages

1. Sex: Male 26% Female 74%
2. Race:

White (Caucasian)	<u>93%</u>	Hispanic/Spanish Surname	<u>0</u>
Black (Negro)	<u>.05%</u>	American Indian	<u>.008%</u>
Oriental	<u>.12%</u>	Other (Please specify)	<u>0</u>
3. Age:

60-65 years old	<u>13%</u>	81-85 years old	<u>.07%</u>
66-70 years old	<u>27%</u>	86-90 years old	<u>.03%</u>
71-75 years old	<u>29%</u>	91-95 years old	<u>0</u>
76-80 years old	<u>18%</u>	96 or older	<u>0</u>
4. Marital Status:

Single	<u>05%</u>	Divorced	<u>.08%</u>
Married	<u>46%</u>	Separated	<u>.01%</u>
Widowed	<u>36%</u>		
5. Education Level:

Less than high school graduate	<u>12%</u>
High School graduate	<u>30%</u>
Post high school, business or trade school	<u>15%</u>
Some college or beyond	<u>41%</u>
6. Annual Household Income:

under \$10,000	<u>27%</u>	\$40,001 to 50,000	<u>.05%</u>
\$10,001 to 20,000	<u>33%</u>	\$50,001 to 75,000	<u>.03%</u>
\$20,001 to 30,000	<u>17%</u>	\$75,001 to 100,000	<u>.02%</u>
\$30,001 to 40,000	<u>.09%</u>	\$100,001 or more	<u>-</u>
7. Do you suffer from any of the following physical disabilities? Please answer yes or no to each disability listed: NO

Total paralysis	<u>100%</u>
Partial paralysis	<u>52%</u>
Missing or non-functional limbs	<u>57%</u>
Broken bones	<u>55%</u>
8. How would you rate your eyesight?

Excellent	<u>10%</u>	Fair	<u>21%</u>	Totally blind	<u>0</u>
Good	<u>64%</u>	Poor	<u>.03%</u>		
9. How is your hearing?

Excellent	<u>22%</u>	Fair	<u>25%</u>	Totally deaf	<u>0</u>
Good	<u>49%</u>	Poor	<u>.02%</u>		
10. How would you rate your overall health at the present time?

Excellent	<u>16%</u>	Fair	<u>19%</u>
Good	<u>61%</u>	Poor	<u>.01%</u>

11. How is your health compared to five years ago?
Better .05% About the same 82% Worse 11%
12. How would you rate your mental or emotional health at the present time:
Excellent 46% Fair 14% Good 38% Poor 0
13. How is your mental or emotional health compared to five years ago?
Better 14% About the same 78% Worse .06%
14. In general, how would you describe life?
Exciting 51% Pretty routine 47% Dull --
15. Taking everything into consideration how would you describe your satisfaction with life in general at the present time?
Good 83% Fair 16% Poor 0
16. When did you decide volunteering was an important part of your life?
rather recently .09%
ever since I retired 48%
ever since middle age 11%
my entire adult life 30%
17. How long have you been a member of RSVP?
Less than a year .04% Between 5 and 7 years 19%
Between 1 and 3 years 16% Between 8 and 10 years 20%
Between 3 and 5 years 16% More than 10 years 22%
18. Listed below are examples of types of volunteer stations. Please check all these areas in which you have done some volunteer work in the past twelve months:
- | | |
|-----------------------------------|--|
| Health <u>38%</u> | Arts, Culture & humanities <u>24%</u> |
| Education <u>34%</u> | Political organizations <u>12%</u> |
| Religious organization <u>35%</u> | Youth development <u>16%</u> |
| Human Services <u>51%</u> | Private & Community Foundations <u>28%</u> |
| Environment <u>12%</u> | International/foreign <u>02%</u> |
| Public/Society benefit <u>37%</u> | Informal-alone <u>10%</u> |
| Recreation - Adults <u>23%</u> | |
| Other (please specify) _____ | |
19. Listed below are a variety of volunteer activities. Which type best describes your assignment?
- Aide/assistant to paid employees 35%
- Child Care Assistant .05%
- Driver 15%
- Board/Committee Member 37%
- Assisting Elderly/Handicapped/Social Service Recipient 35%
- Office assistant/Office worker 30%
- Counselor (Big Brothers/Sister, Substance Abuse) .06%
- Arts Volunteer (theater, arts & music) 16%
- Usher/guide/tour leader 10%
- Coach/Director/Recreational Volunteer .07%
- Friendly Visitor 35%
- Teacher/tutor 19%
- Other (please specify) _____

20. What is your best estimate of the total number of hours you served over the past 3 months? See attachment #1
21. How did you first learn about the volunteer activities you have been involved in for the past 12 months? Please check the most appropriate answer:
- * asked by someone 38%
 - * had a family member or a friend in the activity or benefitting from the activity 15%
 - * through participation in an organization or group 37%
 - * saw an advertisement or request-radio, TV or printed source 07%
 - * sought out activity on my own 31%
22. For what reasons did you first become involved in such volunteer activities?
- * I thought I would enjoy doing the work; I would feel needed 63%
 - * I wanted to do something; help others; or do good deeds for others 63%
 - * I wanted to learn and get experience; work experience; or help get a new job .02%
 - * I had a child, relative, or friend who was involved in the activity or would benefit from it .05%
 - * I previously benefitted from the activity .09%
 - * Religious concerns/moral responsibility 22%
 - * I had a lot of free time 45%
 - * I wanted to engage in activities more fulfilling than my current ones 28%
 - * Other (please specify) _____
23. For what reasons do you continue to volunteer in these activities:
- * I thought I would enjoy doing the work; I would feel needed 57%
 - * I wanted to do something useful; help others; do good deeds for others 68%
 - * I wanted to learn and get experience; work experience; help get a job .03%
 - * I had a child, relative, or friend who was involved in the activity or would benefit from it .02%
 - * I previously benefitted from the activity 14%
 - * Religious concerns/moral responsibility 23%
 - * I had a lot of free time 40%
 - * I wanted to engage in activities more fulfilling than my current ones 18%
 - * Other (specify) _____
24. Compared with three years ago, would you say you spend more, fewer, or about the same number of hours on volunteer work now than 3 years ago?
- More 50% Fewer 11% Same 37% Don't know .01%
25. Are there any particular reasons you spend more/fewer hours in volunteer work now than 3 years ago? See attachment #2
-
26. In the past year, has anyone asked you to do some volunteer work which you did not do?
- Yes 37% No 59% Don't know .02%

27. What reasons describe why you did not do the volunteer work:
- * Personal schedule too full 75%
 - * May be unable to honor the volunteer commitment 25%
 - * Health problems, physically unable 22%
 - * No interest in volunteering .01%
 - * Services should be provided in some other way .06%
 - * Don't know how to become involved 0
 - * Don't have necessary skills .09%
 - * Too costly .01%
 - * My time is too valuable .01%
 - * Child, relative, friend no longer involved 0
 - * Had a bad experience the last time I volunteered .02%
 - * My age 13%
 - * No transportation 12%
 - * Had done enough volunteer work 2%
 - * Other (specify) _____
28. Following is a list of possible reasons that you were motivated to volunteer. Please check all that apply:
- * Being asked to contribute or volunteer by a personal friend or business associate 43%
 - * Giving back to society some of the benefits it gave you 47%
 - * Feeling that those who have more should help those with less 48%
 - * Creating a remembrance of you or your family .08%
 - * Gaining a sense of personal satisfaction 75%
 - * Fulfilling a business or community obligation 25%
 - * Serving as an example to others 30%
 - * Insuring the continuation of activities or institutions I or my family benefit from 20%
 - * Meeting religious beliefs or commitments 26%
 - * Being encouraged by an employer .06%
29. Which of the following goals do you hope to accomplish by your volunteering time? Please check all that apply:
- * Helping individuals meet their material needs 50%
 - * Teaching people to be more self-sufficient 35%
 - * Increasing opportunities for others 32%
 - * Improving the cultural life of the community 36%
 - * Enhancing the moral basis of society 25%
 - * Changing the way society works 12%
 - * Finding cures for diseases .05%
 - * Helping organizations that work at the grassroots level 41%
 - * Promoting global peace .05%
 - * Protecting the natural environment 13%
 - * Keeping taxes or other costs down 23%
 - * Making good use of my free time 79%
 - * Helping me to obtain job experience .04%
 - * Improving or learning new skills 28%
30. As a goal to strive towards, how many hours of volunteer work each week on average do you think Americans should perform?
- | | | | |
|---------|------------|------------|-------------|
| None | <u>0</u> | 5 or more | <u>29%</u> |
| Under 2 | <u>1%</u> | Depends | <u>38%</u> |
| 2 - 4 | <u>23%</u> | Don't know | <u>.08%</u> |

31. To what extent has volunteering helped you remain active:
To a large extent 72% To some extent 23% No noticeable impact .04%
32. To what extent has volunteering helped you remain interested in current affairs:
To a large extent 56% To some extent 34% No noticeable impact .08%
33. To what extent has volunteering contributed to a healthy and happy outlook on life:
To a large extent 65% To some extent 30% No noticeable impact .03%
34. To what extent has volunteering contributed to a sense of self satisfaction:
To a large extent 72% To some extent 25% No noticeable impact .01%
35. What benefits do you believe the station (agency) receives from your volunteer services: (Please check all that apply):
* they save money 56%
* they are able to provide better services 75%
* they are able to provide more humane services 51%
* they are more in tune with the needs of the community 56%
36. What benefits do you believe the community receives from your volunteer services: (Please check all that apply):
* they save money 56%
* they are able to provide more services 69%
* there is a stronger sense of community 58%
* there are less needy people 18%
37. How important are volunteers to the agency you serve:
* the agency is absolutely dependent on volunteers 51%
* the agency relies heavily on volunteers 55%
* the agency relies to some extent on volunteers 17%
* the agency could easily do without volunteers 0
38. How important are volunteers to the welfare of this country:
* the welfare of this country is absolutely dependent on volunteers 28%
* the welfare of this country relies heavily on volunteers 68%
* the welfare of this country relies to some extent on volunteers 16%
* the welfare of this country does not rely at all on volunteers 0
39. To what extent would you recommend volunteering to your friends/relatives:
strongly recommend 72%
recommend 24%
recommend with reservations .04%
would not recommend 0
40. Please include any further comments on the back of this sheet.

Appendix II

N=239

PLEASE CHECK ALL THAT APPLY:

Responses in actual numbers.

1. Sex: Male 63 Female 176 N=239
2. Race: White (Caucasian) 222 Hispanic/Spanish Surname 0
 Black (Negro) 11 American Indian 2
 Oriental 3 Other (Please specify) 0 N=238
3. Age: 60-65 years old 32 81-85 years old 17
 66-70 years old 64 86-90 years old 8
 71-75 years old 71 91-95 years old 1
 76-80 years old 44 96 or older 0 N=237
4. Marital Status: Single 14 Divorced 21
 Married 111 Separated 4
 Widowed 88 N=238
5. Education Level: Less than high school graduate 29
 High School graduate 74
 Post high school, business or trade school 38
 Some college or beyond 98 N=239
6. Annual Household Income: under \$10,000 61 \$40,001 to 50,000 12
 \$10,001 to 20,000 75 \$50,001 to 75,000 8
 \$20,001 to 30,000 40 \$75,001 to 100,000 6
 \$30,001 to 40,000 21 \$100,001 or more 1 N=224
7. Do you suffer from any of the following physical disabilities? Please answer yes or no to each disability listed:
- | | Yes | No | |
|---------------------------------|-----|-----|-------|
| Total paralysis | 0 | 239 | |
| Partial paralysis | 5 | 136 | |
| Missing or non-functional limbs | 4 | 137 | |
| Broken bones | 5 | 132 | N=239 |
8. How would you rate your eyesight? Excellent 25 Fair 52 Totally blind 0
 Good 154 Poor 8 N=239
9. How is your hearing? Excellent 54 Fair 60 Totally deaf 0
 Good 118 Poor 7 N=239
10. How would you rate your overall health at the present time? Excellent 40 Fair 47
 Good 145 Poor 4 N=236

11. How is your health compared to five years ago?
Better 14 About the same 196 Worse 28 N=238
12. How would you rate your mental or emotional health at the present time:
Excellent 111 Fair 34 Good 91 Poor 2 N=239
13. How is your mental or emotional health compared to five years ago?
Better 35 About the same 188 Worse 15 N=238
14. In general, how would you describe life?
Exciting 121 Pretty routine 112 Dull 1 N=234
15. Taking everything into consideration how would you describe your satisfaction with life in general at the present time?
Good 195 Fair 39 Poor 2 N=236
16. When did you decide volunteering was an important part of your life?
rather recently 23
ever since I retired 116
ever since middle age 28
my entire adult life 72 N=239
17. How long have you been a member of RSVP?
Less than a year 10 Between 5 and 7 years 47
Between 1 and 3 years 39 Between 8 and 10 years 48
Between 3 and 5 years 40 More than 10 years 53 N=237
18. Listed below are examples of types of volunteer stations. Please check all these areas in which you have done some volunteer work in the past twelve months:
- | | |
|----------------------------------|---|
| Health <u>93</u> | Arts, Culture & humanities <u>58</u> |
| Education <u>83</u> | Political organizations <u>29</u> |
| Religious organization <u>86</u> | Youth development <u>39</u> |
| Human Services <u>124</u> | Private & Community Foundations <u>69</u> |
| Environment <u>29</u> | International/foreign <u>7</u> |
| Public/Society benefit <u>89</u> | Informal-alone <u>26</u> |
| Recreation - Adults <u>55</u> | |
| Other (please specify) _____ | N=239 |
19. Listed below are a variety of volunteer activities. Which type best describes your assignment?
- Aide/assistant to paid employees 85
Child Care Assistant 13
Driver 36
Board/Committee Member 90
Assisting Elderly/Handicapped/Social Service Recipient 84
Office assistant/Office worker 73
Counselor (Big Brothers/Sister, Substance Abuse) 16
Arts Volunteer (theater, arts & music) 39
Usher/guide/tour leader 25
Coach/Director/Recreational Volunteer 19
Friendly Visitor 85
Teacher/tutor 46 N=239
Other (please specify) _____

20. What is your best estimate of the total number of hours you served over the past 3 months? See Attachment #1
21. How did you first learn about the volunteer activities you have been involved in for the past 12 months? Please check the most appropriate answer:
 * asked by someone 93
 * had a family member or a friend in the activity or benefitting from the activity 38
 * through participation in an organization or group 90
 * saw an advertisement or request-radio, TV or printed source 19
 * sought out activity on my own 75 N=239
22. For what reasons did you first become involved in such volunteer activities?
 * I thought I would enjoy doing the work; I would feel needed 151
 * I wanted to do something; help others; or do good deeds for others 150
 * I wanted to learn and get experience; work experience; or help get a new job 6
 * I had a child, relative, or friend who was involved in the activity or would benefit from it 13
 * I previously benefitted from the activity 22
 * Religious concerns/moral responsibility 53
 * I had a lot of free time 109
 * I wanted to engage in activities more fulfilling than my current ones 67
 * Other (please specify) _____ N=239
23. For what reasons do you continue to volunteer in these activities:
 * I thought I would enjoy doing the work; I would feel needed 137
 * I wanted to do something useful; help others; do good deeds for others 163
 * I wanted to learn and get experience; work experience; help get a job 9
 * I had a child, relative, or friend who was involved in the activity or would benefit from it 7
 * I previously benefitted from the activity 35
 * Religious concerns/moral responsibility 57
 * I had a lot of free time 97
 * I wanted to engage in activities more fulfilling than my current ones 44
 * Other (specify) _____ N=239
24. Compared with three years ago, would you say you spend more, fewer, or about the same number of hours on volunteer work now than 3 years ago?
 More 118 Fewer 26 Same 87 Don't know 3 N=234
25. Are there any particular reasons you spend more/fewer hours in volunteer work now than 3 years ago? See attachment #2
-
26. In the past year, has anyone asked you to do some volunteer work which you did not do?
 Yes 88 No 139 Don't know 7 N=234

27. What reasons describe why you did not do the volunteer work:

- * Personal schedule too full 66
- * May be unable to honor the volunteer commitment 22
- * Health problems, physically unable 20
- * No interest in volunteering 1
- * Services should be provided in some other way 6
- * Don't know how to become involved 0
- * Don't have necessary skills 8
- * Too costly 1
- * My time is too valuable 1
- * Child, relative, friend no longer involved 0
- * Had a bad experience the last time I volunteered 2
- * My age 12
- * No transportation 11
- * Had done enough volunteer work 2
- * Other (specify) _____

N=88

28. Following is a list of possible reasons that you were motivated to volunteer. Please check all that apply:

- * Being asked to contribute or volunteer by a personal friend or business associate 104
- * Giving back to society some of the benefits it gave you 114
- * Feeling that those who have more should help those with less 115
- * Creating a remembrance of you or your family 21
- * Gaining a sense of personal satisfaction 180
- * Fulfilling a business or community obligation 60
- * Serving as an example to others 73
- * Insuring the continuation of activities or institutions I or my family benefit from 50
- * Meeting religious beliefs or commitments 63
- * Being encouraged by an employer 16

N=239

29. Which of the following goals do you hope to accomplish by your volunteering time? Please check all that apply:

- * Helping individuals meet their material needs 120
- * Teaching people to be more self-sufficient 86
- * Increasing opportunities for others 78
- * Improving the cultural life of the community 88
- * Enhancing the moral basis of society 61
- * Changing the way society works 31
- * Finding cures for diseases 13
- * Helping organizations that work at the grassroots level 100
- * Promoting global peace 13
- * Protecting the natural environment 33
- * Keeping taxes or other costs down 56
- * Making good use of my free time 190
- * Helping me to obtain job experience 11
- * Improving or learning new skills 68

N=239

30. As a goal to strive towards, how many hours of volunteer work each week on average do you think Americans should perform?

- | | | | |
|---------|-----------|------------|-----------|
| None | <u>0</u> | 5 or more | <u>69</u> |
| Under 2 | <u>1</u> | Depends | <u>90</u> |
| 2 - 4 | <u>55</u> | Don't know | <u>21</u> |

N=236

31. To what extent has volunteering helped you remain active: N=231
To a large extent 167 To some extent 54 No noticeable impact 10
32. To what extent has volunteering helped you remain interested in current affairs: N=230
To a large extent 131 To some extent 80 No noticeable impact 19
33. To what extent has volunteering contributed to a healthy and happy outlook on life: N=231
To a large extent 151 To some extent 71 No noticeable impact 9
34. To what extent has volunteering contributed to a sense of self satisfaction: N=228
To a large extent 166 To some extent 59 No noticeable impact 3
35. What benefits do you believe the station (agency) receives from your volunteer services: (Please check all that apply):
* they save money 135
* they are able to provide better services 181
* they are able to provide more humane services 122
* they are more in tune with the needs of the community 136 N=239
36. What benefits do you believe the community receives from your volunteer services: (Please check all that apply):
* they save money 135
* they are able to provide more services 166
* there is a stronger sense of community 139
* there are less needy people 44 N=239
37. How important are volunteers to the agency you serve:
* the agency is absolutely dependent on volunteers 122
* the agency relies heavily on volunteers 132
* the agency relies to some extent on volunteers 41
* the agency could easily do without volunteers 1 N=239
38. How important are volunteers to the welfare of this country:
* the welfare of this country is absolutely dependent on volunteers 68
* the welfare of this country relies heavily on volunteers 163
* the welfare of this country relies to some extent on volunteers 39
* the welfare of this country does not rely at all on volunteers 0 N=239
39. To what extent would you recommend volunteering to your friends/relatives:
strongly recommend 169
recommend 56
recommend with reservations 9
would not recommend 0 N=234
40. Please include any further comments on the back of this sheet.
See comments.

Attachment #1

Question #20 What is your best estimate of the total number of hours you served over the past 3 months?

less than 50	- 67	29%
51-100 hours	- 69	30%
101-150 hours	- 33	14%
151-200 hours	- 20	8%
over 201 hours	- 39	16%

N=230

Attachment #2

Question #25 - Are there any particular reasons you spend more/fewer hours in volunteer work now than 3 years ago?

A. Those who spend more hours now:

have more time	- 20	17%
more concerned	- 18	15%
expanded interest	- 13	11%
enjoy it	- 8	.7%
I was asked	- 8	.7%
I was needed	- 7	.6%
just happened	- 5	.4%
more opportunities	- 4	.3%
to be involved	- 4	.3%
to keep active	- 3	.2%
as therapy	- 3	.2%
widowhood	- 3	.2%
it's rewarding	- 2	.1%
fewer responsibilities	- 2	.1%
various single reasons	- 14	12%

N=114

B. Those who spend less time now:

health problems	- 9	39%
other activities	- 6	26%
not needed as much	- 5	21%
various single reasons	- 3	13%

N=23

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Chairman MARTINEZ. Two, all of the written testimony that you've provided will be included in the record. I should have made that announcement earlier.

Just one last thing, you talked about earlier the report and the study you did, it being very easy to come to a certain conclusion that the program wasn't worth pursuing because it didn't provide the results that—I think you used the words the “efforts were small and fleeting.”

But you persisted in looking deeper, and you found the right answers or you came to the right conclusions that there really is a tremendous need for these services and expansion.

This reminds me of the very first year I was on city council in a local small community and I attended the National League of Cities Conference.

They provided simulation of a council meeting, a small city council meeting where the one predominant spokesman on the council was continually refraining, “Well, I talked to the janitor, and he told me this. I saw these two people over here, and this was their experience.” Everything was predicated on isolated instances or somebody's hearsay. You would be surprised how often here in Congress when you try to tell people what really exists out there, not the people who did the in-depth study like you did, but you try to tell some of these people, and it's their isolated incident that takes precedent over their thinking.

They say, “I had this experience in my district with these older—or this one program and this—it was a lousy program. It didn't work.” Hey, you know, what we need to do, and one of the things about including your study in the record, because you come to that conclusion, is to say hey, this is the flip side of any story you can come up with. There is a lot of evidence and that's what the purpose of these hearings are. There was a lot of evidence that these programs do work and are of a great vital resource to us.

In that area, even the small and fleeting programs, could you kind of tell us what was the cause of their failures?

Mr. FREEDMAN. Actually, one of the points you just raised, I think people get discouraged easily. They think, you know, they read all the numbers about how many older Americans there are, how many are potentially available for volunteering. They think, well, if you just, you know, put out a shingle, in a couple weeks you're going to have a flood of volunteers.

I think what these programs—in fact, a number of the major national youth organizations have tried to initiate these programs, but they've never managed to establish a linkage with a program like RSVP or Foster Grandparents. So they become discouraged.

Another reason, I think, is a pervasive prejudice that older adults really don't have that much to offer. I think it's a prejudice that many older adults come to share after a while. That's yet one of the reasons why it can take some time to recruit people.

Chairman MARTINEZ. Well, if I can make an assumption from what you've said, is that the lack of what you were talking about, leadership in a particular program and the lack of real dedication to it, do a lot of the people that are in these programs over a long haul now, they have that dedication, they have that ability to weather out the temporary volunteers that come, get discouraged,

go away and never come back? So that's what we've got to emphasize in this.

In that regard, let me ask you a question. It's true, especially with some of the programs where they involve the low-income seniors, they may be attracted by the stipend to begin with, but I guarantee you that once they get into the program, it's more than stipend that keeps them there. But there are going to be a lot of people that say, well, it's the stipend.

But along that same line, there were the allowance for—there was a change of the rules or regulations, whatever you want to call them, to allow for nonstipend volunteers. Where has that program gone? How many volunteers have you been able to track by that, or do you know?

Mr. FREEDMAN. I can't answer that question.

Chairman MARTINEZ. Anybody?

Ms. GRAHAM. We had a very few in Michigan, mostly because we've discouraged the practice, feeling again that the programs can't administratively support, staff-wise support, the Foster Grandparents and Senior Companions that we have out there who are receiving stipends, that they can't realistically act responsibly in supervising or making those matches happen for nonstipended volunteers as well.

Chairman MARTINEZ. So, then, the nonstipend volunteer is pretty much—

Ms. GRAHAM. In Michigan, we have tried to do that as much as possible, yes.

Chairman MARTINEZ. But it isn't really that great a portion?

Ms. GRAHAM. No. That's a big commitment, 20 hours a week. A lot of people—usually it's a Foster Grandparent or Senior Companion who has had to leave the program for a variety of reasons being over income who may remain on the program as a nonstipended volunteer.

Chairman MARTINEZ. That's something I needed to know anyway. I guess it's valuable to know because we wonder. When somebody brings up the argument, well, we don't need to provide the money for the stipend. We can get a lot of people that are willing to volunteer on a nonstipend basis. That isn't necessarily the case, right?

Ms. CURLEY. It depends on the way it's going to be structured.

Ms. GRAHAM. Right.

Ms. CURLEY. We have a lot of people that might work 20 hours a week as well. But I think it's the way that you approach it. I mean, when we go to people with the RSVP program, there's no stipend. So, if a stipend is important to them, then they don't come to our program.

We have many people that work 40 hours a week, but for them I don't think it's going to make a difference on the stipend. But I'm not also saying to them you must work 20 hours a week or setting any kind of criteria. It's what they want to do. They can ease their way into it, start one day and week and end up like Mr. Obermayer with three jobs in one week.

I think what's important though in what you're bringing up is that there's a balance, that both of these things are important.

What you don't want to see is a shift to one or to the other to people who begin.

On a couple of occasions when we've offered more of an out-of-pocket for a special grant that we may have, maybe they have to travel a little bit further or maybe they have to eat someplace and it's going to cost them a little bit more, then sometimes if they are working besides someone doing the same job who is not getting a stipend, then that creates a problem.

We don't even call it a stipend, because it's not. It's more out of pocket. But it's more than maybe just the reimbursement, say, we're paying for the food and paying them money for it. It does begin to—people get very confused. Is this volunteering, and is this not? But with the income eligibility, then you've got your criteria. That's how you establish your criteria.

Chairman MARTINEZ. There's a delicate balance and a delicate way to handle it. Very good.

Well, I want to thank you all for coming and sharing your views with us. It's been very important to us. We will continue these hearings and we hope to keep an open dialogue with all of you as we progress through this. As you go through and you watch what we're doing and what's happening, be sure you drop us a note if you think we're getting off track or if you feel you have some important input to give us.

I believe that this is one of the most valuable resources our Nation really has, our senior citizens. It can be of great service to us. The paybacks in services and continued vitality of those older Americans results in, I think, immediate and dramatic dividend, as we've said earlier.

We'll hold these additional hearings throughout the coming months. Our next hearing will be in Monterey Park, my hometown, where I was the mayor. Following that, we'll have a joint hearing with the Select Education Subcommittee on the entire range of federally supported volunteer programs. This particular program has joint jurisdiction with the Select Committee—Select Education and Civil Rights, as it's now called. And we have joint jurisdiction with Dale Kildee's committee who was former chairman of this committee.

So I believe that, as Mr. Baesler has said, we really stand on the threshold of a new renewal of things here. These programs, like the Older American Volunteers Program, by carrying them out in the fashion that we can, I think we can recover much of that spirit of neighbor helping neighbor.

So I again thank you from all of us on the committee. We appreciate you being here today. We're adjourned.

[Whereupon, at 4:40 p.m., the hearing was adjourned subject to the call of the Chair.]



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